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Strengthening of the coordination of humanitarian and disaster relief assistance of the United Nations, including special economic assistance: strengthening of the coordination of emergency humanitarian assistance of the United Nations

Central Emergency Response Fund

Report of the Secretary-General

Summary

The present report describes the activities of the Central Emergency Response Fund from 1 January to 31 December 2017, pursuant to General Assembly resolution 72/133. The Fund continued to take its place at the forefront of humanitarian response in 2017. During the reporting period, the Emergency Relief Coordinator approved $418.2 million for 397 projects in 36 countries. In addition, two loans from the Fund's loan facility were approved for a total value of $42 million. As at 31 December 2017, the Fund had received $481.3 million for 2017, which puts it on a positive trajectory towards its expanded annual funding target of $1 billion, endorsed by the General Assembly in its resolution 71/127

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I. Introduction

1. The present report is submitted pursuant to General Assembly resolution 72/133, on strengthening the coordination of emergency humanitarian assistance of the United Nations, in which the General Assembly requested the Secretary-General to submit a detailed report on the use of the Central Emergency Response Fund. The report covers the Fund's activities from 1 January to 31 December 2017.

II. Overview of the funding commitments of the Central Emergency Response Fund

2. During 2017, the Emergency Relief Coordinator approved Fund grants totalling $418.2 million for humanitarian assistance in 36 countries. Allocations included $273.2 million under the rapid response window and $145 million for underfunded crises through the underfunded emergencies window. The Emergency Relief Coordinator also approved two loans: $22 million to the Food and Agriculture Organization of the United Nations (FAO) in March to respond to drought-affected regions of Somalia, and $20 million to the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) to address health and food needs in the Occupied Palestinian Territory, Jordan, Lebanon and the Syrian Arab Republic. Between the Fund's inception in 2005 and the end of 2017, the Fund provided $5 billion for humanitarian assistance in 100 countries. Grants are allocated to United Nations funds and programmes and the specialized agencies. These are referred to collectively as "agencies" in this report.

Table 1
Central Emergency Response Fund allocations, 1 January to 31 December 2017
(United States dollars)

	Rapid response window	*Underfunded emergencies window*	*Total*
Amount approved	273 182 581	145 026 099	418 208 680
Number of recipient countries or territories	31	13	36[a]
Number of projects funded	263	134	397

[a] Certain countries or territories received allocations from both funding windows.

3. In accordance with the Secretary-General's bulletin ST/SGB/2010/5, at least two thirds of the Fund's grant allocations are intended for disbursement through its rapid response window. Allocations from this window promote early response to humanitarian needs by funding critical, life-saving humanitarian activities in the initial stages of a sudden-onset crisis or in the case of a significant deterioration of an existing emergency. From 1 January to 31 December 2017, the Fund provided $273.2 million to 31 countries through the rapid response window. The countries that received the largest levels of funding through that window were Ethiopia ($28.5 million in response to drought), the Democratic Republic of the Congo ($26.6 million in response to conflict), Yemen ($25.6 million in response to conflict and disease outbreak), Bangladesh ($24.2 million in response to natural disasters and conflict in Rakhine State, Myanmar) and South Sudan ($15.5 million in response to conflict). Fifty-seven per cent of rapid response funding in 2017 went to address critical needs due to conflict. Response to natural disasters represented 42 per cent of funding, with 25 per cent for drought-affected regions and 10 per cent for hurricanes and cyclones.

Table 2
Rapid response window allocations by country
(United States dollars)

Country or territory	*Total allocations*
Angola	10 545 508
Antigua and Barbuda	2 154 461
Bangladesh	24 164 854
Burundi	3 500 011
Central African Republic	6 000 028
Chad	3 561 841
Congo	4 371 548
Cuba	7 999 469
Democratic People's Republic of Korea	6 351 013
Democratic Republic of the Congo	26 564 545
Dominica	3 011 838
Ethiopia	28 512 690
Iraq	10 000 001
Kenya	10 329 268
Libya	357 812
Madagascar	4 999 601
Mongolia	1 107 613
Mozambique	2 000 095
Myanmar	6 526 848
Nepal	4 787 881
Nigeria	9 889 471
Peru	5 167 962
Philippines	2 477 274
Somalia	15 033 541
South Sudan	15 524 589
Sri Lanka	7 196 273
Sudan	15 456 560
Viet Nam	4 213 259
Yemen	25 553 107
Zimbabwe	1 585 201
Occupied Palestinian Territory	4 238 419
Total	**273 182 581**

4. Up to one third of the Fund's allocations is intended for underfunded emergencies. Those allocations are made in two rounds during the year, and they allow partners to carry out life-saving activities in places where humanitarian responses are severely underfunded. Such an approach addresses critical humanitarian needs and helps to draw attention to funding gaps and to places where donor interest may have waned. In 2017, the Emergency Relief Coordinator approved $145 million through the underfunded emergencies window for humanitarian efforts in 13 countries. Nearly 80 per cent of the funds provided through that window went to assist people affected by conflict and displacement. The highest amounts were for

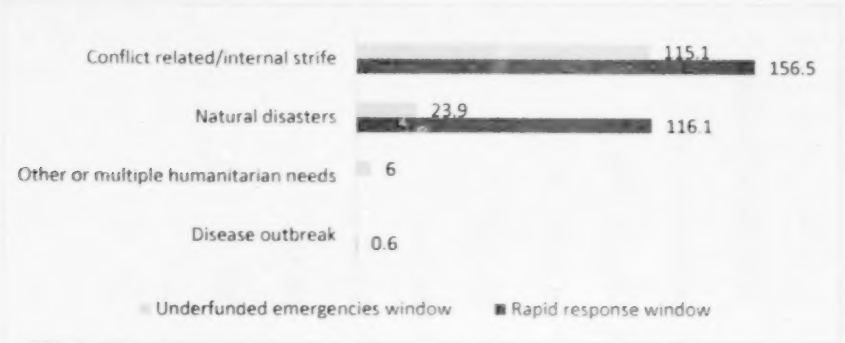
responses to crises in Nigeria ($22 million for internally displaced persons, returnees and host communities), Somalia ($18 million for severe drought conditions), Uganda ($15 million for South Sudanese refugees), and the Sudan ($14.2 million for internally displaced persons, refugees and host communities).

5. A total of $100 million was allocated in the first round in January and $45 million in the second round in August (see table 3). The Fund's first underfunded emergencies allocation round provided life-saving assistance to people in nine countries. To address needs stemming from conflict displacement and severe drought, the Fund allocated $70 million to address displacement-related relief efforts for 2.2 million people in Cameroon, Libya, Mali, the Niger, Nigeria and Uganda. In addition to this, $24 million went to address the humanitarian needs of 2.2 million people affected by severe drought and food insecurity in Madagascar and Somalia. To respond to the needs of nearly 825,000 people in the Democratic People's Republic of Korea, $6 million went to reduce maternal and under age 5 child mortality and morbidity. The second round of allocations of $45 million funded four countries (Afghanistan, Central African Republic, Chad, Sudan) with the intention of reaching nearly 1 million people affected by internal conflict and insecurity in neighbouring countries, as well as countries facing recurrent natural disasters. United Nations agencies and their local implementing partners provided critical health care, food assistance and access to clean water and sanitation, among other services and support.

Table 3
Underfunded emergencies window allocations by country
(United States dollars)

Country	*Round I*	*Round II*	*Total*
Afghanistan		9 996 905	9 996 905
Cameroon	10 005 413		10 005 413
Central African Republic		9 995 626	9 995 626
Chad		10 994 963	10 994 963
Democratic People's Republic of Korea	5 996 745		5 996 745
Libya	5 997 815		5 997 815
Madagascar	5 960 822		5 960 822
Mali	6 905 824		6 905 824
Niger	10 058 848		10 058 848
Nigeria	21 997 157		21 997 157
Somalia	17 959 294		17 959 294
Sudan		14 169 983	14 169 983
Uganda	14 986 704		14 986 704
Total	**99 868 622**	**45 157 477**	**145 026 099**

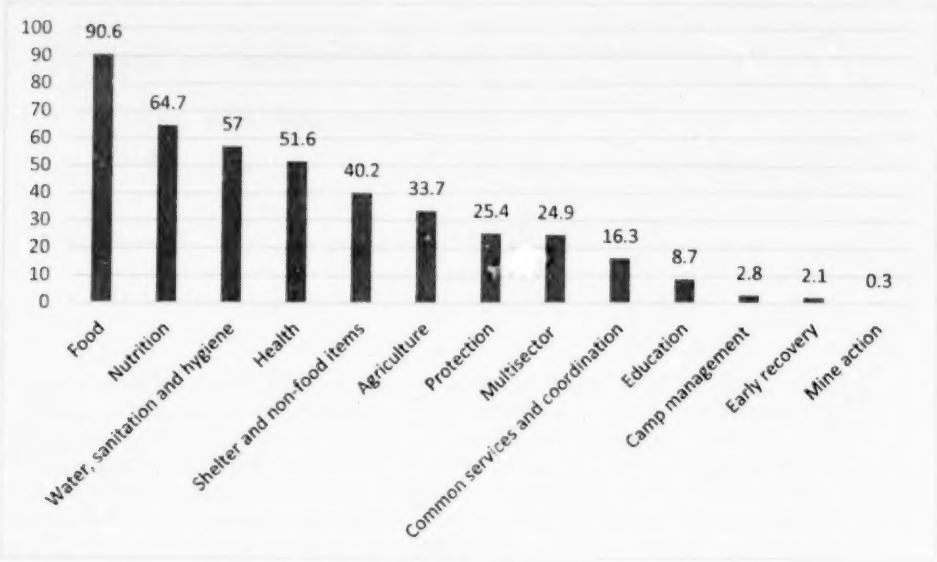
Figure I
Central Emergency Response Fund, 2017 allocations by emergency type
(Millions of United States dollars)



6. In 2017, partners used the Fund allocations to assist people facing a range of humanitarian emergencies. A total of $271.6 million — or 65 per cent of funds — went to projects aiding people affected by conflict or internal strife. This amount includes rapid response allocations ($115.1 million) and underfunded emergencies allocations ($156.5 million). The countries that received the highest levels of funding for assistance linked to conflict or internal strife were Nigeria ($31.9 million), the Sudan ($29.6 million), the Democratic Republic of the Congo ($26.6 million) and Yemen ($25 million).

7. Crises related to conflict and internal strife received the largest assistance from the Fund in 2017. Climate-related natural disasters were the second major focus in 2017, as was the case in 2016. A total of $140 million was allocated for operations targeting the effects of meteorological, hydrological and climatological events. Fund responses to climate-related natural disasters included $91.7 million to address needs in drought-ravaged countries, $19 million to address needs arising from floods, and $28.3 million in response to cyclones, typhoons and hurricanes. In Mongolia, the Fund allocated $1.1 million to address needs related to extreme temperatures.

Figure II
Central Emergency Response Fund, 2017 grant allocations by sector
(Millions of United States dollars)



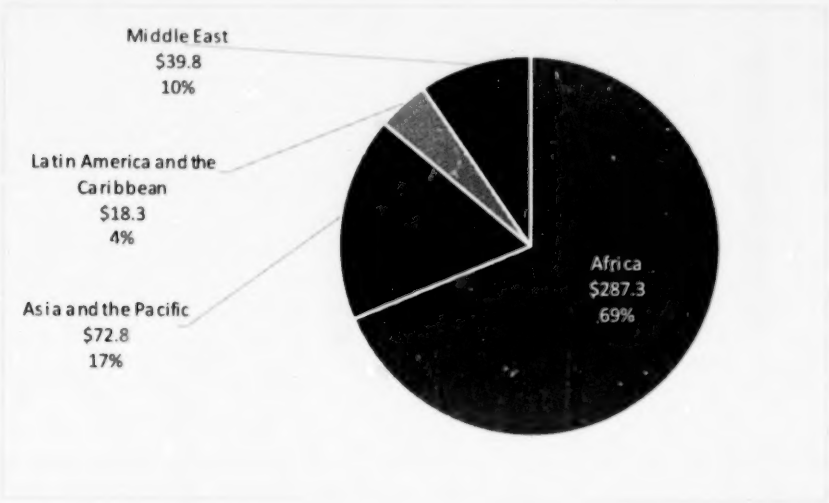
Note: Common services and coordination includes common humanitarian air service, common logistics, common telecommunications, and safety and security of staff and operations.

8. Food security, which comprises food assistance ($90.6 million) and agriculture including livestock ($33.7 million), received just over one quarter of all allocated funds ($124.3 million) and was the highest funded sector of the year. In addition, $64.7 million was allocated for nutrition assistance, bringing the total for food security and nutrition to $188.9 million, or 45 per cent of allocated funds, which was 7 per cent higher than in 2016.

9. A total of $57 million was allocated for water and sanitation-related humanitarian response in 2017. About $28.1 million of that amount was allocated for conflict-related crises and $28.9 million for climate-related interventions.

10. In 2017, $51.6 million was allocated to health-related interventions, of which $34.2 million was allocated for conflict-related crises and $15.2 million for climate-related crises.

Figure III
Central Emergency Response Fund, 2017 grant allocations by region
(Millions of United States dollars and percentage)



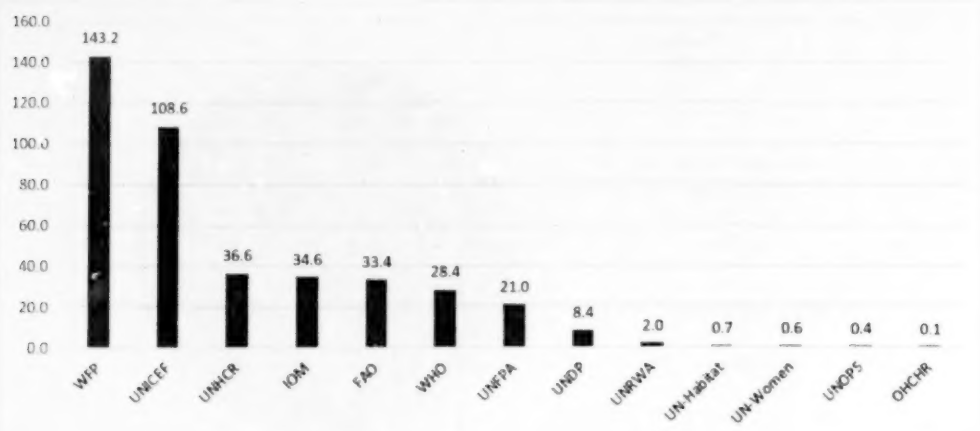
11. Humanitarian response in Africa to meet the extensive needs arising primarily from conflict and the impact of climate change received the highest share of funding again in 2017. A total of $287.3 million was allocated for addressing humanitarian needs in Africa, representing 68.7 per cent of all allocations in 2017, up slightly from 67.3 per cent in 2016. Allocations to Africa in 2017 were primarily in response to needs stemming from conflict or internal strife ($196.5 million). Climate-related emergencies, particularly in response to drought, accounted for $90.7 million. Of the total allocations for response in Africa, $124.3 million was for food security and nutrition interventions, equivalent to 43 per cent of funds allocated in the region. A total of $36.2 million, or 13 per cent of funds, was allocated for health interventions in Africa and allocations for shelter totalled $23 million.

12. A total of $72.8 million was allocated to address humanitarian needs in Asia and the Pacific in 2017, compared with $57.8 million in 2016. Nearly 43 per cent ($31 million) of 2017 allocations in Asia and the Pacific were for climate-related needs and 49 per cent ($35.8 million) went to address needs caused by conflict and internal strife in Afghanistan, Bangladesh, Myanmar and the Philippines.

13. United Nations organizations in Antigua, Barbuda and Dominica received funds for the first time in 2017 in response to multiple hurricanes. Projects in Latin America and the Caribbean received $18.3 million from the Fund, all of which targeted responses to natural disasters, respectively Hurricane Irma in Cuba, Antigua and Barbuda (August/September) and Hurricane Maria in Dominica (September/October). Humanitarian operations in Peru received funds in response to flooding and landslides caused by heavy rains.

14. Humanitarian action in the Middle East (Iraq, Yemen and the Occupied Palestinian Territory) received nearly $40 million from the Fund in 2017, compared with $58 million in 2016. Funding to these areas mainly helped to deliver essentials for displaced people as well as people affected by cholera in Yemen.

Figure IV
Central Emergency Response Fund, 2017 grant allocations by agency
(Millions of United States dollars)



Abbreviations: FAO, Food and Agriculture Organization of the United Nations; IOM, International Organization for Migration; OHCHR, Office of the United Nations High Commissioner for Human Rights; UNDP, United Nations Development Programme; UNFPA, United Nations Population Fund; UN-Habitat, United Nations Human Settlements Programme; UNHCR, Office of the United Nations High Commissioner for Refugees; UNICEF, United Nations Children's Fund; UNOPS, United Nations Office for Project Services; UNRWA, United Nations Relief and Works Agency for Palestine Refugees in the Near East; UN-Women, United Nations Entity for Gender Equality and the Empowerment of Women; WFP, World Food Programme; and WHO, World Health Organization.

15. Agencies receiving the highest amounts of funds in 2017 were the World Food Programme (WFP) ($143.2 million for 63 projects in 30 countries), the United Nations Children's Fund (UNICEF) ($108.6 million for 111 projects in 33 countries) and the Office of the United Nations High Commissioner for Refugees (UNHCR) ($36.6 million for 32 projects in 16 countries).

16. Pursuant to General Assembly resolution 66/119, the Fund maintains a $30 million loan facility to provide loans to eligible organizations while they are mobilizing resources. In March 2017, the Fund provided a loan of $22 million to FAO to enable a response to the drought-affected regions of Somalia. It filled a crucial gap and allowed FAO to immediately save the lives and livelihoods of farmers and herders until additional funds from donors were received. The Fund also provided a $20 million loan to UNRWA to address health and food needs in Jordan, Lebanon, the Syrian Arab Republic and the Occupied Palestinian Territory. In addition to the two loans made in 2017, there was an existing 2016 loan to UNICEF of $4 million.[1]

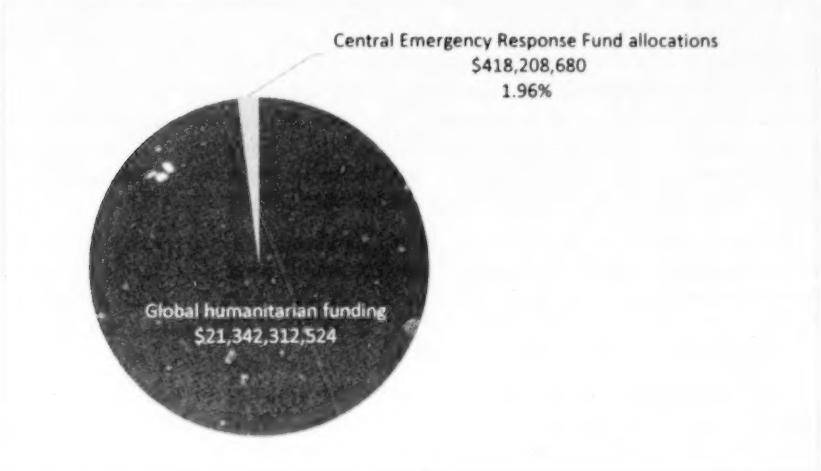
III. Use of the Fund

17. Humanitarian crises affected more than 130 million people around the world in 2017, and most of those people were experiencing needs caused by conflict and natural hazards. Global humanitarian funding for 2017 reached $21.3 billion, and the Fund's disbursements represented 1.96 per cent of that funding (see figure V).

[1] That $4 million loan was paid early in 2018.

Figure V
Central Emergency Response Fund, 2017 allocations as a percentage of global funding

(United States dollars and percentage)



Source: Financial Tracking Service of the Office for the Coordination of Humanitarian Affairs.

18. The Fund continued to respond to the most critical needs of crisis-affected people in 2017. The Fund's unique added value is demonstrated by the ability of the Emergency Relief Coordinator to prioritize on the basis of the greatest needs of the moment. This focus on people most in need requires joint planning and prioritization led by United Nations resident coordinators/humanitarian coordinators in concert with humanitarian country teams and other partners. This approach reinforces the collective needs assessment and planning processes to ensure a more strategic use of funds in each emergency that is based on humanitarian principles.

19. In addition to directly meeting urgent humanitarian needs, the Fund allocations help to highlight new and emerging crises and draw attention to situations where there is a dire need for funding for humanitarian action.

A. The Fund and conflict-related/protracted crises

20. Conflict is a primary cause of humanitarian needs, and 65 per cent ($271.6 million) of Fund allocations in 2017 were in response to conflict and internal strife. The Fund continued responding to humanitarian needs in the Democratic Republic of the Congo, one of the world's most complex and long-standing humanitarian crises. Early in 2017, intercommunal violence in Tanganyika and Kasai Provinces escalated dramatically, resulting in the displacement of hundreds of thousands of people within the Democratic Republic of the Congo and into neighbouring countries. The situation deteriorated throughout the year and was compounded by rising food insecurity and a spreading cholera outbreak. In addition, worsening conflict in the Central African Republic forced thousands of people to flee violence and seek refuge in the Democratic Republic of the Congo.

21. In February, the Fund allocated $9.6 million to humanitarian actors in the Democratic Republic of the Congo to scale up response in Tanganyika and Kasai Provinces, targeting 213,055 people. An additional $14 million was allocated in September to address the urgent humanitarian needs of nearly 810,000 people arising

from the sharp deterioration of the situation in areas affected by violence in Kasai Province. The Fund also allocated $3 million to address the needs of nearly 100,000 of the most vulnerable refugees from the Central African Republic. Overall, the Fund allocated $26.6 million to assist 1.1 million people affected by conflict and displacement in the Democratic Republic of the Congo.

22. Since the conflict in Yemen escalated in March 2015, Yemeni people continue to face ongoing hostilities and severe economic decline. In 2017, 45 per cent of the country's health facilities were not functioning, and 10.4 million people lacked access to health services, clean water and sanitation and were at risk of contagious diseases, such as cholera. Food security and nutrition rapidly deteriorated in Yemen as the conflict destroyed people's livelihoods and ability to purchase food, making it difficult for many to meet minimal food and nutrition needs.

23. In May, to mitigate the early effects of a famine-like situation in Yemen, the Fund allocated $25 million. The allocation covered nutrition, food security, logistics, coordination and support services and benefited an estimated 2 million people. In addition, in July, the Fund allocated $600,000 to increase the capacity to transport relief items to respond to the cholera outbreak.

24. The humanitarian crisis caused by escalating violence in Rakhine State of Myanmar triggered the world's fastest growing refugee crisis in 2017. It has led to suffering on a catastrophic scale, with hundreds of thousands of people fleeing into neighbouring Bangladesh. Most refugees arrived at makeshift settlements and registered camps that were overcrowded, under-resourced and stretched to capacity.

25. In September, the Fund allocated $7 million to support time-critical interventions in Bangladesh for 72,110 of the most vulnerable new arrivals. Funding went to priority sectors, namely protection, food security and nutrition, water, sanitation and hygiene, health and shelter. As the crisis worsened, the Fund released an additional $12 million in October to scale up life-saving response efforts for 196,000 refugees. Overall, the Fund supported the humanitarian response to the Rohingya refugee crisis with $19 million in 2017.

B. The Fund and natural disasters

26. The Fund responded to several extreme weather events in 2017, with climate-related crises representing 33 per cent ($140 million) of its funding during that year. On 6 September, Hurricane Irma, the most powerful hurricane ever recorded over the Atlantic, bore down on Antigua and Barbuda with category 5 strength, destroying over 90 per cent of the housing in Barbuda, rendering the island uninhabitable. On 8 September, Irma hovered over Cuba, resulting in the evacuation of 2 million people. An estimated 200,000 houses were severely damaged, as were health and educational institutions.

27. In the aftermath of Hurricane Irma, the Fund allocated $10.2 million for humanitarian assistance to address urgent needs in Cuba, Antigua, Barbuda and other eastern Caribbean islands to jump-start relief efforts and support the regional response. An allocation of $8 million to Cuba helped to provide emergency shelter materials, food assistance, agriculture and livelihood support, safe water and sanitation services, health care and education to an estimated 558,801 people. With an allocation of $2.2 million to support the regional response in Antigua, Barbuda and other eastern Caribbean islands, the Fund supported United Nations agencies to provide shelter and protection to the displaced, ensure that basic education could restart, and restore livelihoods through cash for work. This allocation targeted 42,229 people. The Fund also provided funding to WFP for logistical support for the humanitarian operation that spanned multiple islands in the Caribbean.

28. On 18 September, another category 5 storm, Hurricane Maria, caused widespread damage and destruction in Dominica, one of the poorest countries in the Caribbean. The entire island of 71,293 people was affected, with 65,000 people suffering direct damage to housing and livelihoods. Funding of $3 million, disbursed in October, was critical in re-establishing health and education services, ensuring access to safe water and sanitation, bolstering disease outbreak prevention and control, and providing food, cash transfers, shelter materials, livelihood support and protection services. Overall, the Fund allocated $13.2 million to respond to the needs caused by Hurricanes Irma and Maria, targeting more than 670,000 people in need.

29. The Horn of Africa faced one of the worst droughts in decades, leaving more than 14 million people in Ethiopia, Kenya and Somalia in urgent need of food assistance. Extensive crop failures and record-low vegetation coupled with livestock death and limited water resources affected the region. In Ethiopia, consecutive poor rainy seasons, water scarcity and disease left millions of people in need of food.

30. In February, the Fund disbursed $18.5 million to jump-start time-critical humanitarian assistance in Ethiopia. The allocation targeted 785,000 drought-affected people through activities in the food security, health, nutrition and water, sanitation and hygiene sectors. In August, an additional $10 million was allocated to stabilize the nutrition situation and reduce malnutrition levels, targeting 376,055 people in need.

31. In Somalia, joint efforts were required to sustain ongoing but underfunded programmes to avert famine in the worst drought-affected areas. Funding was necessary to provide life-saving interventions at the early stage of the crisis. In February, the Fund allocated $18 million in Somalia to help to cover the needs of 1.3 million drought-affected people through the underfunded emergencies window. The Fund supported the water, sanitation and hygiene, shelter and non-food items, logistics, food security, health, nutrition, protection and education sectors. In April, the Fund allocated an additional $15 million in a rapid response allocation to drought-related displacement, which nearly doubled in Somalia between January and February. The allocation targeted 352,592 people in need of health, nutrition and water, sanitation and hygiene services. Overall, the Fund allocated $33 million in 2017 in response to the ongoing humanitarian crisis in Somalia. As mentioned above, the Fund also provided a $22 million loan to FAO to respond to drought-affected regions in Somalia.

32. The Fund was one of the first responders to the warning signs of famine in north-eastern Nigeria, Somalia, South Sudan and Yemen. The Fund released $128 million to support the most critical early action and famine-prevention activities, making it one of the largest funding sources for the four affected countries in the early stages of the response. Together, the Fund and the country-based pooled funds released $379 million in coordinated allocations that were critical to the scaling-up of time-critical humanitarian action in those countries in the first half of 2017.

C. Response of the Fund to the ongoing global displacement crisis

33. The global displacement crisis continued in 2017, as more and more people were forced from their homes. In South Sudan, approximately 4 million people had fled their homes since 2013. New clashes in 2017 caused further displacement, and food insecurity and malnutrition reached unprecedented levels. Livelihoods have been decimated, livestock looted or killed, and crops destroyed or delayed because of violence, displacement and unfavourable weather. Communicable diseases spread, and access to safe hygiene and clean water was compromised owing to repeated displacement and damage to key infrastructure. In May, the Fund disbursed

$15.5 million to South Sudan to address the needs of 368,958 crisis-affected people including 221,375 internally displaced persons. The allocation helped to address camp coordination and camp management, health, nutrition, protection, education, food security, shelter, water, sanitation and hygiene and logistics.

34. In the Sudan, the Fund allocated $10 million to help the humanitarian country team to address the needs of 60,000 newly arrived South Sudanese refugees. It funded the establishment of a reception centre and expanded life-saving service provision through the expansion of two existing refugee-hosting sites.

35. The Fund allocated $15 million in April to sustain and improve life-saving services for South Sudanese refugees in Uganda, and to establish services in settlements for new arrivals. The response targeted 881,555 people, including 203,436 Ugandan host-community members. It covered the sectors of protection, sexual and/or gender-based violence, health, food security, early recovery, water, sanitation and hygiene and multisector refugee assistance.

36. Lake Chad Basin countries continued to face complex and protracted humanitarian displacement emergencies in 2017. About 17 million people across the far north of Cameroon, western Chad, south-eastern Niger and north-eastern Nigeria were living in areas affected by the crisis. By February, 10.7 million people needed assistance, more than 2.3 million people were displaced, 7.1 million people were food insecure and 515,000 children suffered from severe acute malnutrition.

37. The Fund provided $22 million to Nigeria in support of life-saving interventions, enabling education, food security, health, nutrition, protection, shelter and water, sanitation and hygiene activities targeting 2.6 million internally displaced persons and host communities. In addition, the Fund allocated $10 million to Nigeria in July to support humanitarian hubs where front-line responders could establish a permanent and secure humanitarian presence. In Cameroon, the Fund allocated $10 million, targeting 270,000 new internally displaced persons affected by the Boko Haram attacks. In the Niger, the Fund allocated $10 million to respond to the disruption of basic services caused by conflicts, targeting 250,000 refugees, returnees, internally displaced persons and the host population. In Chad, the Fund allocated $4 million to provide food, health and protection to 40,000 vulnerable returnees, and an additional $11 million was allocated to support 72,559 Chadian returnees, 16,937 refugees from the Central African Republic and 56,060 members of the host community.

IV. Management and administration of the Fund

Central Emergency Response Fund Advisory Group

38. The Central Emergency Response Fund Advisory Group was established following the adoption of General Assembly resolution 60/124 to advise the Secretary-General, through the Emergency Relief Coordinator, on the use and impact of the Fund. To strengthen the Advisory Group and ensure a broader member diversity, the Secretary-General expanded the Group in 2017 from 18 to 21 members. During the year, the Group met in May and October. At the May meeting, the Group discussed initiatives to ensure increased contributions to the Fund (innovative finance solutions, private sector funding), the opportunity of increased allocations from the Fund in support of early action, as well as the launch of the Fund's first annual results report displaying the results achieved with Fund resources during a full year. At the October meeting, the Group discussed efforts to further strengthen the Fund, increase early action and ways to ensure a broadening of the Fund's donor base.

Global reach of Fund partnerships

39. While the Fund is mandated to provide grants solely to United Nations agencies, many of its grants are implemented by United Nations agencies in partnership with non-governmental organizations, host Governments and Red Cross/Red Crescent societies.

40. Of the Fund's total $438.9 million in allocations in 2016 (the latest year for which partnership data are available),[2] $115 million was reported as subgranted by recipient United Nations agencies to 589 implementing partners across 45 countries. This vast network of partnerships under Fund grants represents an unparalleled global reach that would be difficult to achieve through direct donor-funding agreements.

41. Subgranted funds represent 26 per cent of overall funding allocated by the Fund in 2016. This figure does not include the value of in-kind partnership arrangements.

42. Most of the organizations that implemented funding through subgrants in 2016 were national and local partners. They included 229 national or local non-governmental organizations, 216 Government partners and 19 Red Cross/Red Crescent societies. The remaining 125 partners were international non-governmental organizations. The agencies that subgranted the most funding were UNICEF ($44 million), UNHCR ($33 million) and WFP ($9.7 million).

Monitoring

43. In 2016, the Fund developed a guidance note on country-level monitoring of the implementation of Fund allocations. The note clarifies roles and responsibilities in tracking the implementation of Fund grants and in ensuring that relevant and timely information is available to resident coordinators/humanitarian coordinators. It was developed in response to requests from field-level partners involved in Fund processes, and it followed the recommendations of several audits and evaluations relating to the Fund, including audits by the Office of Internal Oversight Services.

44. The Fund also created an interim project status update template to facilitate easy information-sharing at the country level. It will help to ensure that resident and humanitarian coordinators and other humanitarian actors in each country are kept informed about the implementation of funded projects.

45. The guidance note and the interim project status update template are provided to all resident and humanitarian coordinators upon approval of every Fund allocation and disbursement of funds. On the basis of positive feedback on the usefulness of the interim project status update template and observations from field-level audits, the use of the template became mandatory at the end of 2017.

Transparency

46. Transparency is the cornerstone of accountability, which makes it one of the key priorities for the Fund secretariat. The Fund publishes all grant decisions in real time on its website and on the Financial Tracking Service, in the International Aid Transparency Initiative standard and through the Humanitarian Data Exchange. In addition, the Fund tracks and publishes information on the "second layer" of grant implementation, which reflects funding from recipient United Nations agencies to

[2] Fund grants are implemented within a time frame of six to nine months, and narrative reports on grant implementation are required three months after. Thus, the funding allocated towards the end of 2016 was implemented by the fourth quarter of 2017 and reported on by the end of 2017. The information on partnerships in the implementation of 2016 funding was then consolidated in the first quarter of 2018.

their implementing partners, thereby providing full transparency of funding from allocation decisions to front-line delivery.

47. The Fund also publishes the methodologies used for allocation decisions, summaries of the country-selection processes for underfunded emergencies allocations, narrative reports on the use of funds and a global report on results achieved. Those documents, in combination with real-time allocation data, provide full transparency on the Fund's operations.

48. As mentioned in paragraph 38 above, in 2017 the Fund published its global results report for the first time. The report included key information on people reached, analysis of the Fund's strategic value added, information on partnerships in the implementation of funding, and summaries of reported achievements of all Fund allocations made in 2016. The global consolidation of the complex performance information included in the report was possible because of the major progress in developing the Fund's grants management system and the underlying data management framework.

Risk management

49. In 2017, the Fund continued to track and communicate information relating to cases of possible fraud involving its funds. In keeping with its communication guidelines and standard operating procedures, the Fund secretariat continued to liaise with agencies and donors regarding potential fraud cases in 2017.

50. In 2017, three cases of possible fraudulent use of funds by partners under projects using a Fund grant were reported to the secretariat. Communication and follow-up were conducted in accordance with the guidance and the standard operating procedures. Based on evidence gathered during an investigation, the allegations were substantiated in one case, with the Fund's exposure in the case estimated at $2,647. The other two cases are still under investigation.

Reporting by resident coordinators/humanitarian coordinators

51. In 2016, the latest full year for which data are available, the Fund reached millions of people with life-saving assistance. Approximately 54 per cent of those people were women and girls. The share of women and girls receiving funded support was even higher in some sectors, such as nutrition at 68 per cent. Of the people reached with funded nutrition assistance, 57 per cent were children.

52. Approximately half of the people reached with funding allocated in 2016 were refugees, internally displaced persons or members of host communities in 32 countries.

53. With 2016 funding:

- 15.8 million people received access to health care
- 4.2 million people received food
- 3.9 million people benefited from water and sanitation assistance
- 3 million people benefited from protection interventions
- 2.7 million people improved their food security through agriculture assistance
- 2.1 million people received shelter assistance or basic relief items
- 1.8 million people received nutritional support
- Many more people benefited from camp management interventions, education assistance, mine action and multisectoral support

54. The Fund provides significant strategic value beyond its being a source of humanitarian funding. When asked to assess the strategic value added of 2016 funding, 84 per cent of resident and humanitarian coordinators stated in their reports that funding led to the fast implementation of humanitarian response (the other 16 per cent reported that it led in part to the fast implementation of humanitarian response). Ninety-three per cent said that the funding helped to respond to time-critical humanitarian needs, 97 per cent stated that funds helped to improve the coordination of humanitarian action, and 74 per cent reported that the Fund improved resource mobilization from other sources.

Learning engagement

55. In 2017, the Fund secretariat continued to deliver its training programme on how to use the Fund more strategically. The programme's interactive in-person workshops and webinars targeted key participants in the Fund process, including field staff of United Nations agencies and the Office for the Coordination of Humanitarian Affairs and relevant Headquarters staff. The workshops and webinars provided tools for training participants to use in navigating the challenges of using funds strategically and prioritizing the most urgent life-saving needs. The Fund delivered seven webinars to field staff and two Headquarters sessions to stakeholders who facilitate the Fund process in the field. This engagement led to more focused, better-prioritized Fund submissions from humanitarian country teams. In 2018, the Fund will refocus on field workshops while continuing to deliver Headquarters training and webinars.

Fund country reviews

56. To provide the Emergency Relief Coordinator and the Fund stakeholders with assurance of the Fund's achievements, the Fund secretariat commissions independent reviews each year of the Fund's contribution to the humanitarian response in selected countries or regions.

57. In 2017, the Fund secretariat engaged independent consultants to assess the value added by the Fund in the response to the humanitarian consequences of El Niño. The Fund provided approximately $119 million to El Niño-related activities in 19 countries during the 2015/16 El Niño.

58. The review included field visits to review Fund allocations in seven countries and three regional hubs. The review report was published in March 2018. Apart from focusing on the appropriateness, effectiveness and added value of the Fund for the El Niño response, the review also identified lessons for the Fund's potential role in supporting early action, particularly in slow-onset emergencies. The main recommendation from the review is that the Fund should fund early action systematically when the early warning certainty level is relatively high. The review also concluded that investing in the Fund's capabilities to fund early action is consistent with its founding life-saving objective of supporting "time critical interventions". These findings will help to inform partner consultations and ongoing work to identify possible future operational and strategic changes for the Fund in the context of the new $1 billion funding target.

V. Funding levels

59. The Fund reached a record-high income for 2017. A total of $512.1 million was pledged in 2017, of which $481.3 million was received by 31 December 2017 (including $14.3 million received in 2016), and $33.3 million was received in 2018. The total contributions received for 2017 reached $514.6 million, higher than the pledged amount owing to exchange rate gain. Fifty-six Member States and observers,

a regional authority and private sector donors, including two foundations, contributed to the Fund in 2017. To help the Fund to respond to humanitarian needs, the following donors contributed an additional total of nearly $100 million on top of their initial 2017 pledges: Andorra, Chile, Germany, Iceland, Ireland, the Netherlands, Norway, Portugal, Spain, Sweden, Switzerland and the United Kingdom of Great Britain and Northern Ireland. In addition, between 1 January and 31 December 2017, $0.6 million was received against previous pledges, and nine donors advanced a total of $6.8 million for 2018.

60. Approximately 98 per cent of contributions to the Fund for 2017 were from the top 20 donors (see annex II). The largest contribution was received from the United Kingdom, followed by Germany, Sweden, the Netherlands and Norway. The number of Member States and observers that gave to the Fund increased from 50 in 2016 to 56 in 2017.

61. Four countries (Myanmar, Peru, Sri Lanka, Viet Nam) received allocations from and contributed to the Fund in 2017, a testament to their solidarity with the Fund.

62. From its inception in 2005 until 2017, the Fund received cumulative contributions of more than $5 billion from 126 Member States and observers and three regional authorities, and from foundations, corporate donors and individuals. Their generous contributions enabled the Fund to respond effectively and in a timely way to diverse humanitarian emergencies in 100 countries.

VI. The Fund for the future

The Fund's humanitarian impact in 2017 and beyond

63. The impact of funding in 2017 helped to avert famine, jump-start hurricane response and bring attention and aid to forgotten crises. The Fund reached record-level funding in 2017, which is an indicator of the trust placed in its value and impact and an encouraging step in the pursuit of a $1 billion Fund.

64. The fundraising target that the General Assembly defined for the Fund in 2006 is no longer aligned with the scale of the world's crises. Global humanitarian funding requirements have soared from $5 billion in 2006 to $24 billion in 2017. The Secretary-General called for the Fund to be expanded to a $1 billion annual funding level by 2018, and the General Assembly supported this goal in its resolution 71/127.

65. A $1 billion Fund would enhance the Fund's impact while maintaining its focus, scope and speed. It would ensure that the Fund can continue to carry out the life-saving mission assigned to it by the General Assembly. The Fund's funding has been spread thinner each year. In 2017, the Fund's support was stretched to a critical point, with early and catalytic funding disbursed to address early action and life-saving operations in countries facing famine or near famine. Owing to the overwhelming number of requests and the limited amount of funding available, reducing amounts allocated to individual crises has become a necessity for the Fund. A larger Fund is required to keep pace with the growing needs.

The Fund and the Grand Bargain

66. The Fund is uniquely placed to serve as a catalyst for improvements in the humanitarian system, and it embodies many aspirations of the Grand Bargain. The Fund is also actively engaged in Grand Bargain processes and continues to explore measures to leverage the delivery of its commitments. The following are the Fund's key contributions towards Grand Bargain workstreams.

67. **Increase the use and coordination of cash-based programming**. The Fund has a long history of funding cash-based interventions when they are prioritized by country-level partners. The Fund ensures that it remains "cash ready" and has recently revised its application and reporting templates to enable better tracking and analysis of cash-transfer programming in projects it funds. The Fund also developed additional guidance aimed to support the inclusion of cash-based interventions in Fund applications.

68. **Reduce duplication and management costs**. Under the leadership of resident and humanitarian coordinators, funding is jointly prioritized, planned and implemented by country-level partners against a common intersectoral strategy. This improves the coherence of humanitarian response and reduces the risk of duplication. The Fund also reduced its management costs by one third (from 3 to 2 per cent) in June 2016. In 2017 alone, this reduction freed up $4.2 million of funding for additional programming.

69. **Improve joint and impartial needs assessments**. The Fund requires that funding proposals are prioritized against a common response strategy and informed by joint needs assessments. The Fund promotes joint needs assessments by humanitarian partners, ensuring that funding is targeted to the most urgent humanitarian needs.

70. **Participation revolution**. The Fund promotes the enhanced engagement of affected people in the design and delivery of humanitarian assistance. Information on different aspects of accountability to affected people is systematically requested throughout the Fund's programme cycle. This provides the Fund secretariat with feedback on how commitments under accountability to affected people have been considered in funded projects and allows for periodic analysis in this regard.

71. **Reduce the earmarking of donor contributions**. Since its inception, the Fund has provided $5 billion to humanitarian action in 100 countries using fully flexible unearmarked contributions. Recognizing the need for more unearmarked, flexible humanitarian funding, the General Assembly endorsed the increase of the Fund's annual funding target to $1 billion.

Diversifying and deepening the donor base

72. The Fund achieved a historic funding milestone in 2017, surpassing $500 million for the first time. However, this is a considerable gap from the General Assembly-endorsed $1 billion annual funding target, which takes effect in 2018. To date, a large proportion of funding relies on a small group of donors. In 2017, $457 million was provided by the top 10 donors, nearly 90 per cent of the overall contributions received. This reliance on the top 10 donors puts the Fund in a vulnerable position should domestic policies shift or exchange rates fluctuate.

73. The Fund secretariat consistently seeks to broaden the diversity of donors and expand its financial support base while still maintaining and, where possible, increasing funding from its strongest supporters. New and additional support from a diverse range of Member States, observers, and regional and private entities is needed for the Fund to attract the funding necessary to provide urgent assistance to people trapped in crises.

Annex I

A. Central Emergency Response Fund grant element: statement of financial performance, 1 January to 31 December 2017[a]

(United States dollars)

Revenue	
Voluntary contributions[b]	592 376 537
Other transfers and allocations	51 088
Other revenue[c]	13 012 665
Investment revenue[d]	1 757 469
Total revenue	**607 197 759**
Expenses	
Grants and other transfers	409 784 494
Other operating expenses[e]	7 824 267
Total expenses	**417 608 761**
Surplus/(deficit) for the year	**189 588 998**

B. Central Emergency Response Fund grant element: statement of changes in net assets, 1 January to 31 December 2017[a]

(United States dollars)

	Net assets
Net assets as at 31 December 2016	229 386 276
Change in net assets	
Surplus/(deficit) for the year	189 588 998
Total changes in net assets	**189 588 998**
Net assets as at 31 December 2017	**418 975 274**

[a] Statements were prepared in accordance with the International Public Sector Accounting Standards.

[b] Representing voluntary contributions in accordance with the International Public Sector Accounting Standards. See annex II for contributions pledged.

[c] Representing net exchange gains.

[d] Including net investment revenue of $235,432 earned on the loan component of the Central Emergency Response Fund in accordance with General Assembly resolution 66/119.

[e] Including programme support costs (United Nations) of $8,111,335.

Annex II

Central Emergency Response Fund grant element: contributions pledged, 1 January to 31 December 2017

(United States dollars)

Contributor	*Pledged contributions[a]*
Member States and observers	
Andorra	23 867
Armenia	5 000
Australia	8 184 524
Belgium	13 572 204
Bhutan	1 500
Bulgaria	20 000
Canada	22 528 736
Chile	40 000
China	500 000
Colombia	112 500
Côte d'Ivoire	10 000
Cyprus	11 662
Czechia	39 246
Denmark	14 351 320
Estonia	108 696
Finland	7 423 118
Germany	82 510 869
Iceland	756 125
India	500 000
Indonesia	220 000
Ireland	24 039 332
Italy	2 322 880
Japan	1 402 809
Kazakhstan	50 000
Kuwait	1 000 000
Liechtenstein	197 239
Lithuania	21 482
Luxembourg	4 811 715
Monaco	53 362
Myanmar	10 000
Netherlands	73 410 414
New Zealand	2 136 752
Norway	53 426 148
Pakistan	10 000
Peru	4 006
Philippines	50 000
Portugal	105 380
Qatar	1 000 000

Contributor	*Pledged contributions*[a]
Republic of Korea	4 000 000
Russian Federation	1 500 000
San Marino	2 370
Saudi Arabia	150 000
Singapore	50 000
Slovakia	60 155
South Africa	487 257
Spain	3 424 476
Sri Lanka	5 000
Sweden	74 481 519
Switzerland	5 986 439
Thailand	20 000
Turkey	450 000
United Arab Emirates	1 250 000
United Kingdom of Great Britain and Northern Ireland	99 339 278
United States of America	5 000 000
Viet Nam	10 000
Sovereign Military Order of Malta	1 000
Total, Member States and observers	**511 188 380**
Regional and local authorities	
Belgian Government of Flanders	636 943
Total, regional and local authorities	**636 943**
Others	
Al Jisr Foundation	250 000
Waterloo Foundation	13 193
Private donations through the United Nations Foundation (under $10 000)	51 088
Private donations outside the United Nations Foundation (under $10 000)	6 855
Total, others	**321 135**
Total	**512 146 458**

[a] Contributions are based on the pledged year of the donors and differ from the amount reported as revenue under the International Public Sector Accounting Standards. Actual received contributions may differ from the originally recorded pledges, owing to fluctuations in exchange rates.

Annex III

Total grants allocated from the Central Emergency Response Fund, 1 January to 31 December 2017

(United States dollars)

Country or territory	*Rapid response*	*Underfunded emergency*	*Total*
Somalia	15 033 541	17 959 294	32 992 835
Nigeria	9 889 471	21 997 157	31 886 628
Sudan	15 456 560	14 169 983	29 626 543
Ethiopia	28 512 690		28 512 690
Democratic Republic of the Congo	26 564 545		26 564 545
Yemen	25 553 107		25 553 107
Bangladesh	24 164 854		24 164 854
Central African Republic	6 000 028	9 995 626	15 995 654
South Sudan	15 524 589		15 524 589
Uganda		14 986 704	14 986 704
Chad	3 561 841	10 994 963	14 556 804
Democratic People's Republic of Korea	6 351 013	5 996 745	12 347 758
Madagascar	4 999 601	5 960 822	10 960 423
Angola	10 545 508		10 545 508
Kenya	10 329 268		10 329 268
Niger		10 058 848	10 058 848
Cameroon		10 005 413	10 005 413
Iraq	10 000 001		10 000 001
Afghanistan		9 996 905	9 996 905
Cuba	7 999 469		7 999 469
Sri Lanka	7 196 273		7 196 273
Mali		6 905 824	6 905 824
Myanmar	6 526 848		6 526 848
Libya	357 812	5 997 815	6 355 627
Peru	5 167 962		5 167 962
Nepal	4 787 881		4 787 881
Congo	4 371 548		4 371 548
Occupied Palestinian Territory	4 238 419		4 238 419
Viet Nam	4 213 259		4 213 259
Burundi	3 500 011		3 500 011
Dominica	3 011 838		3 011 838
Philippines	2 477 274		2 477 274
Antigua and Barbuda	2 154 461		2 154 461
Mozambique	2 000 095		2 000 095
Zimbabwe	1 585 201		1 585 201
Mongolia	1 107 613		1 107 613
Total	**273 182 581**	**145 026 099**	**418 208 680**

Note: The amount of total allocated funds in this annex is based on the approval of the Under-Secretary-General and Emergency Relief Coordinator.

Annex IV

A. Central Emergency Response Fund loan element: statement of financial performance, 1 January to 31 December 2017[a]

(United States dollars)

Revenue	
Investment revenue[b]	–
Total	–
Expenses	
Total	–
Surplus for the year	–

[a] Statements were prepared in accordance with the International Public Sector Accounting Standards.

[b] Net investment revenue of $235,432 was reflected in the grant element of Central Emergency Response Fund in accordance with General Assembly resolution 66/119.

B. Central Emergency Response Fund loan element: statement of changes in net assets, 1 January to 31 December 2017[a]

(United States dollars)

	Net assets
Net assets as at 31 December 2016	30 000 000
Change in net assets	
Surplus for the year	–
Total changes in net assets	–
Net assets as at 31 December 2017	**30 000 000**

[a] Statements were prepared in accordance with the International Public Sector Accounting Standards.

Annex V

Central Emergency Response Fund loans, 1 January to 31 December 2017

(United States dollars)

Agency	*Country/region*	*Year of disbursement*	*Amount*
Outstanding loans as at 1 January 2017			
UNICEF	Haiti	2016	8 000 000
Total			**8 000 000**
Loans disbursed from 1 January to 31 December 2017			
FAO	Somalia	2017	22 000 000
UNRWA	Occupied Palestinian Territory (West Bank and Gaza, including occupied East Jerusalem), Jordan, Lebanon and Syrian Arab Republic	2017	20 000 000
Total			**42 000 000**
Loans repaid from 1 January to 31 December 2017			
UNICEF	Haiti	2016	4 000 000
FAO	Somalia	2017	22 000 000
Total			**26 000 000**
Outstanding loans as at 31 December 2017			
Total			**24 000 000**

Abbreviations: FAO, Food and Agriculture Organization of the United Nations; UNICEF, United Nations Children's Fund; UNRWA, United Nations Relief and Works Agency for Palestine Refugees in the Near East

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Item 74 (b) of the preliminary list*
Promotion and protection of human rights: human rights questions, including alternative approaches for improving the effective enjoyment of human rights and fundamental freedoms

Trafficking in persons, especially women and children

Note by the Secretary-General

The Secretary-General has the honour to transmit to the members of the General Assembly the report of the Special Rapporteur on trafficking in persons, especially women and children, Maria Grazia Giammarinaro, submitted pursuant to Human Rights Council resolution 35/5.

* A/73/50.

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Report of the Special Rapporteur on trafficking in persons, especially women and children

Summary

In the present report, the Special Rapporteur on trafficking in persons, especially women and children, focuses on the gender dimension of trafficking in persons in conflict and post-conflict settings and its nexus with conflict-related sexual violence, as it relates to the women and peace and security agenda of the Security Council. By exploring the content of Council resolution 1325 (2000) and the agenda that stems from it, namely, the four pillars of conflict prevention and peacebuilding, protection, participation, and relief and recovery, the Special Rapporteur argues that, in order to ensure more efficient anti-trafficking responses, a human rights-based approach to trafficking in persons should be mainstreamed into all pillars of the women and peace and security agenda.

In the present report, the Special Rapporteur offers recommendations to Member States on how to better integrate a human rights-based approach to trafficking in persons into prevention, protection, participation and relief and recovery initiatives and measures and to United Nations bodies and agencies, civil society organizations and other stakeholders on how to mainstream trafficking into all their areas of work relating to conflict and post-conflict settings.

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I. Introduction

1. In the present report, submitted to the General Assembly pursuant to Human Rights Council resolution 35/5, the Special Rapporteur on trafficking in persons, especially women and children, outlines a thematic analysis focusing on the gender dimension of trafficking in persons in conflict and post-conflict settings and the importance of integrating a human rights-based approach to trafficking in persons into the women and peace and security agenda of the Security Council.

II. Activities undertaken by the Special Rapporteur[1]

2. On 21 November 2017, the Special Rapporteur was invited to brief the Security Council at its open debate on the theme "Maintenance of international peace and security: trafficking in persons in conflict situations".

3. On 20 and 21 June 2018, she presented her report on the early identification, assistance and referral of victims or potential victims of trafficking in mixed migration movements (A/HRC/38/45) to the thirty-eighth session of the Human Rights Council. That report was informed by thematic visits to Catania, Italy, in 2017, Portugal in 2018 and the European Border and Coastguard Agency (FRONTEX) in 2018, as well as a number of thematic submissions from various stakeholders. The Special Rapporteur also presented the report on her country visit to Cuba, which she carried out from 10 to 14 April 2017.

4. On 21 June 2018, in collaboration with the United Nations voluntary trust fund on contemporary forms of slavery, she convened a side event on the trafficking of women and girls.

III. Thematic analysis: the gender dimension of trafficking in persons in conflict and post-conflict settings and the importance of integrating a human rights-based approach to trafficking in persons into the women and peace and security agenda of the Security Council

A. Introduction

5. Trafficking in persons often stems from existing vulnerabilities, such as structural inequalities, gender-based discrimination and stereotypes and lack of economic opportunities, which are exacerbated in the periods before, during and after conflicts. The general breakdown of the rule of law and political, economic and social structures, including community protection systems, higher levels of violence and increased militarism, as well as the lack of access to safe and legal migratory routes, foster conditions in which trafficking flourishes, including after hostilities have ceased.[2]

6. Victims of trafficking can be women, girls, men and boys. According to the latest United Nations Office on Drugs and Crime *Global Report on Trafficking in Persons*, however, while the number of men among detected victims of trafficking

[1] For information on activities undertaken by the Special Rapporteur between July 2017 and April 2018, see A/HRC/38/45.

[2] A/71/303, para. 14; Committee on the Elimination of Discrimination against Women, general recommendation No. 30 (2013) on women in conflict prevention, conflict and post-conflict situations, para. 39.

has significantly increased over the past 10 years, women and girls still make up a large share of the total number, amounting to 51 per cent and 20 per cent, respectively.[3] Similarly, according to the recent estimates of the International Labour Organization, women and girls account for 99 per cent of victims in the commercial sex industry and 58 per cent of victims of forced labour in other sectors.[4]

7. The gender dimension of trafficking must be taken into account in conflict and post-conflict settings, given that it affects males and females differently, such as in relation to forced recruitment into military forces, child, early and forced marriage, sexual exploitation, including by foreign military forces and other international actors, sexual enslavement and labour exploitation, such as in domestic service.

8. Trafficking in persons is perpetrated for a range of illicit purposes, including sexual exploitation, labour exploitation, forced labour, slavery, servitude and the removal of organs. All those forms of exploitation are systematically linked with conflict and post-conflict situations. Women and girls are disproportionately affected by trafficking in persons for the purpose of sexual exploitation, which, in conflict settings can amount to conflict-related sexual violence, and they are also subject to other forms of exploitation in the same contexts.

9. In its resolution 2331 (2016), the Security Council recognized the nexus between trafficking, sexual violence, terrorism and transnational organized crime. Since then, trafficking in persons has been addressed as part of the Council's overall mandate for the maintenance of international peace and security.

10. Furthermore, trafficking in persons can amount to conflict-related sexual violence when committed in situations of conflict for the purpose of sexual violence or exploitation and, as such, it is also addressed within the context of the women and peace and security agenda of the Security Council.

11. However, when trafficking is addressed as a threat to international peace and security, reference to resolutions developed within the context of the women and peace and security agenda is sporadic.[5] The Special Rapporteur nonetheless commends increased efforts to address trafficking in the context of conflict-related sexual violence,[6] including at the recent meetings of the Security Council at which the women and peace and security agenda was discussed.[7]

12. Acknowledging the disproportionate effect of trafficking on women and girls in conflict and post-conflict settings, the Special Rapporteur emphasizes the importance of integrating trafficking in persons and, more precisely, a human rights-based and gender-sensitive approach to trafficking in persons, into the women and peace and security agenda of the Security Council. Such an approach can complement ongoing anti-trafficking efforts undertaken at the global level, including within the Security Council and other inter-governmental bodies. In the present report, she examines the connections between the anti-trafficking agenda and the women and peace and security agenda in relation to its pillars, namely, conflict prevention and

[3] United Nations Office on Drugs and Crime, *Global Report on Trafficking in Persons* (United Nations publication, Sales No. E.16.IV.6).

[4] International Labour Organization and Walk Free Foundation, *Global Estimates of Modern Slavery: Forced Labour and Forced Marriage* (Geneva, International Labour Office, 2017).

[5] Security Council resolution 2388 (2017), in which the Council only refers to the women and peace and security agenda through a minor reference to resolution 2242 (2015).

[6] See the report of the Secretary-General on conflict-related sexual violence (S/2017/249), the first such report in which he explicitly included trafficking within the definition of conflict-related sexual violence. See also S/2018/250, paras. 2, 14, 16, 18, 33, 43, 47, 53, 57, 58, 76, 80, 81, 97 (b) and 98 (b), (k) and (l).

[7] Record of the 8234th meeting of the Security Council on women and peace and security (S/PV.8234).

peacebuilding, protection, participation, and relief and recovery, with a particular focus on conflict-related sexual violence, and highlights various aspects of trafficking in persons for the purpose of any form of exploitation.

B. Human rights-based approach to trafficking

13. In her previous reports (see A/71/303 and A/HRC/32/41), the Special Rapporteur provided an overview of the international legal framework, drawing from multiple branches of law, around trafficking in conflict and post-conflict situations. In the present section, the Special Rapporteur focuses on the importance of adopting a human rights-based approach to trafficking in persons, which primarily focuses on the rights of victims and potential victims. In that respect, the criminal law approach, which primarily focuses on prosecution, especially in the context of organized crime, should always incorporate a human rights element that is gender-sensitive and should be based on the principle that the rights of trafficked persons must be respected at all times.[8]

14. The first human rights treaty in which trafficking in persons was expressly included is the Convention on the Elimination of All Forms of Discrimination against Women, in article 6 thereof, followed by the Convention on the Rights of the Child, in article 35.

15. The first treaty-based definition of trafficking in persons is included in the Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime (Palermo Protocol). In 2002, the Office of the United Nations High Commissioner for Human Rights (OHCHR) issued the Recommended Principles and Guidelines on Human Rights and Human Trafficking (E/2002/68/Add.1), in which the primacy of human rights in all efforts to combat and prevent trafficking is asserted. By its resolution 64/293 of 30 July 2010, the General Assembly adopted the United Nations Global Plan of Action to Combat Trafficking in Persons, in which it promoted a human rights-based, gender- and age-sensitive approach, as well as a strong criminal justice response.

16. Regional instruments have taken a mixed approach, between human rights and criminal law. In Africa, trafficking is explicitly incorporated by the African Union as a violation of women's rights under article 4 of the Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa. In Europe, in the Council of Europe Convention on Action against Trafficking in Human Beings, trafficking is expressly asserted as a human rights violation. However, although the European Court of Human Rights has expanded on State obligations to protect victims of trafficking in its jurisprudence,[9] a gender analysis on the structural and underlying causes of trafficking is still lacking. In the Americas, the Inter-American Convention on International Traffic in Minors is largely focused on the criminal aspects of trafficking, whereas in the Inter-American Convention on the Prevention, Punishment and Eradication of Violence against Women, trafficking is considered a form of violence against women. The Inter-American Court of Human Rights provided a

[8] Christine Chinkin, "International human rights, criminal law and the women, peace and security agenda", London School of Economics and Political Science, Centre for Women, Peace and Security, Women, Peace and Security Working Paper Series No. 12/2018. Available from www.lse.ac.uk/women-peace-security/publications/wps.

[9] European Court of Human Rights, *Rantsev v. Cyprus and Russia* (application No. 25965/04), judgment of 7 January 2010; *M. and others v. Italy and Bulgaria* (application No. 40020/03), judgment of 31 July 2012; *J. and others v. Austria* (application No. 58216/12), judgment of 17 January 2017.

thorough analysis of the history of slavery and human trafficking, in its first decision relating to trafficking, in which it examined structural discrimination on the basis of poverty and economic inequalities in a case concerning the slavery-like working conditions of 85 workers on a privately owned cattle ranch in Brazil.[10] In Asia, the South Asian Association for Regional Cooperation adopted the Convention on Preventing and Combating Trafficking in Women and Children for Prostitution, which, although framing trafficking as a human rights violation, is limited in scope to sexual exploitation. The Association of Southeast Asian Nations (ASEAN) Convention against Trafficking in Persons, Especially Women and Children entered into force in March 2017 and follows the criminal law approach taken in the Palermo Protocol.[11]

17. Adopting a human rights-based approach to trafficking implies States upholding their obligations to act with due diligence towards the prevention of trafficking, the protection of victims and the prosecution of perpetrators. The due diligence standard, which the Special Rapporteur analysed in a previous report (A/70/260), should be triggered as soon as the State authorities know or ought to have known about trafficking taking place within its territory or jurisdiction, by either State or non-State actors, regardless of whether the State is party to any specific anti-trafficking convention.[12] Human rights treaties, as well as recommendations of United Nations committees and special procedures of the Human Rights Council, are also applicable during armed conflicts.

C. Trafficking in persons and its nexus with conflict-related sexual violence

18. The term "conflict-related sexual violence" refers to rape, sexual slavery, forced prostitution, forced pregnancy, forced abortion, enforced sterilization, forced marriage and any other form of sexual violence of comparable gravity perpetrated against women, men, girls or boys that is directly or indirectly linked to a conflict (S/2018/250, para. 2). Traditionally, the term "trafficking" has not been specifically included in the definition. The Special Rapporteur is pleased to note, however, that the Secretary-General has explicitly included trafficking in the definition of conflict-related sexual violence, when committed in situations of conflict for the purpose of sexual violence or exploitation (S/2017/249, para. 2), and specifically mentioned displacement or trafficking as possible causes for conflict-related sexual violence (S/2018/250 para. 2). Most recently, conflicted-related sexual violence has also been linked with land dispossession, forced evictions and raids leading to abductions for the purpose of trafficking and, in country-specific situations, trafficking has been linked with sexual slavery in displaced persons camps, with terrorism, with forced marriage and sexual exploitation and with sexual violence and migration (ibid., paras. 16, 53, 58 and 80).

19. The Special Rapporteur especially commends the Secretary-General for his recommendation in which he urged the Security Council to continue to address the nexus between trafficking in persons and conflict-related sexual violence, further to Council resolutions 2331 (2016) and 2388 (2017), highlighting the direct link

[10] Inter-American Court of Human Rights, *Workers at the Hacienda Brasil Verde v. Brazil*, order of the Acting President of the Inter-American Court of Human Rights of 23 February 2016, relating to the on-site investigation conducted in this case.

[11] The Convention entered into force upon ratification by six States members of ASEAN, namely, Cambodia, Myanmar, the Philippines, Singapore, Thailand and Viet Nam.

[12] Committee on the Elimination of Discrimination against Women, general recommendation No. 28 (2010) on the core obligations of States parties under article 2 of the Convention; and general recommendation No. 30, para. 8.

between trafficking and the implementation of the Council's mandate for the maintenance of international peace and security (ibid, para. 97 (b); see also paras. 81 and 98 (b), (k) and (l)).

20. In its general recommendation No. 30 (2013) on women in conflict prevention, conflict and post-conflict situations, the Committee on the Elimination of Discrimination against Women first linked the provisions of the Convention with trafficking in persons and armed conflicts, by recommending that States parties prevent, prosecute and punish trafficking and related human rights violations that occur under their jurisdiction, whether perpetrated by public authorities or private actors, and adopt specific protection measures for women and girls, including those who are internally displaced and refugees. In its general recommendation No. 19 (1992) on violence against women, the Committee noted that poverty and unemployment increased opportunities for trafficking in women, referenced the impact of armed conflict on prostitution, trafficking in women and sexual assault of women and noted the need for specific protective and punitive measures. However, despite the inclusion of trafficking in the Convention on the Elimination of All Forms of Discrimination against Women and its recognition as a form of gender-based violence, understanding of trafficking in persons as a gendered phenomenon has only slowly gained acceptance. The Inter-Agency Coordination Group against Trafficking in Persons recently published a policy brief on the gender dimension of trafficking in which it highlighted the importance of a gender-sensitive approach to the prevention of and response to trafficking.[13]

21. The Special Rapporteur has found that pre-existing conditions and vulnerabilities, such as structural gender-based and other forms of discrimination affecting women, children and non-citizens, are exacerbated during conflict as opportunities for exploitation increase and protection systems break down (A/71/303, para. 25). The Special Rapporteur has also found that the nature and forms of trafficking in persons associated with conflict are highly gendered. For example, abduction into military forces affects males and females differently. Whereas men and boys are typically forced into being soldiers, women and girls are generally forced into support roles, such as domestic servitude; moreover, they face sexual assault and sexual slavery (ibid., para. 66). Other forms of trafficking-related exploitation particular to or especially prevalent in conflict situations are trafficking for the purposes of sexual exploitation, forced marriage and labour exploitation in domestic service, as well as in unsafe mines, as porters and "mules" and on the front line. Some forms of exploitation often give rise to further gendered harms, such as unwanted pregnancy, forced abortion and sexually transmitted infections, underscoring the importance of conducting a gender analysis in all trafficking prevention efforts and responses.[14]

22. Conflict-related sexual violence can take many forms — it can amount to sexual exploitation or forced marriage for survival, in exchange for food, shelter, protection or safe passage. Rape and other forms of sexual violence have been used as a tactic of war, to humiliate and weaken the morale of the enemy, "ethnically cleanse" the population, destabilize communities and force civilians to flee (A/71/303, para. 32). Conflict-related violence is also used to strip natural resources, forcibly seize land and displace populations, often leading to the trafficking of women and girls who are recruited for the purpose of sexual exploitation and forced labour in illegal mining areas and other extraction zones controlled by non-State actors, such as armed groups

[13] Inter-Agency Coordination Group against Trafficking in Persons, "The gender dimensions of human trafficking", Issue Brief No. 4, 2017.

[14] António Guterres, Secretary-General of the United Nations, "Remarks at Ministerial Open Debate on Trafficking in Persons in Conflict Situations: Forced labour, slavery and other similar practices", 15 March 2017.

or private security services. Women and girls are often seen as commodities that can be "used", including in the context of economic activities that involve a concentration of male workers, such as mining and other extractive industries, and in the agricultural and fishing industries. For example, in Colombia, it has been reported that women, in particular those who are of indigenous, Afrodescendant or rural background, are employed for sexual exploitation in illegal mining areas and routinely subjected to ill-treatment, forced to work long hours, to consume drugs and to have unprotected sex, resulting in high rates of sexually transmitted diseases and forced abortions.[15] In recent reports on the subject, the Secretary-General has similarly underscored the importance of paying particular attention to the underlying political economy of violence, including competition for the control of natural resources and mining settlements by armed groups, which correlates with increased civilian displacement, human trafficking and sexual abuse, as witnessed in the Democratic Republic of the Congo and elsewhere (see S/2015/203; and S/2018/250, paras. 16 and 17).

23. Trafficking for the purpose of sexual exploitation is perpetrated not only by organized criminals. Syrian refugee women and girls, for example, are trafficked for sexual exploitation through the practice of "temporary" or child and/or forced marriages. Those girls and women are often forcibly married by their parents, who view such arrangements as a way of securing the safety of their daughters and ensuring the family livelihood through the bride price. Once married, such wives are likely to end up in a situation of sexual and domestic exploitation by a spouse whom they have followed abroad (A/HRC/32/41/Add.1). Trafficking for sexual exploitation through marriages with foreign men who then force their "brides" into prostitution in another country is also common (A/71/303, para. 34).

24. A large, militarized and predominantly male international presence, such as peacekeeping troops, can also exacerbate, and sometimes even contribute directly to, trafficking for labour and/or sexual exploitation. The involvement of military, peacekeeping, humanitarian and other international personnel in trafficking and related exploitation during post-conflict periods has been documented in multiple countries and areas, including Angola, Bosnia and Herzegovina, Cambodia, the Democratic Republic of the Congo, East Timor, Kosovo, Liberia, Mozambique, Sierra Leone and Somalia (ibid., para. 43). Following allegations of sexual exploitation and abuse, including in relation to children, against peacekeepers operating under authorization of the Security Council but not under United Nations command in the Central African Republic (see A/71/99), United Nations efforts have intensified to ensure more robust prevention and response to allegations of sexual exploitation and abuse by persons operating under a United Nations flag. In February 2017, the Secretary-General adopted a new strategy on combatting sexual exploitation and abuse (see A/71/818), that puts the rights and dignity of victims at the forefront. In many countries, the United Nations and other partners have strengthened reporting mechanisms, including by putting into place community-based complaint mechanisms and conducting outreach to affected communities, in an effort to tackle underreporting. Human trafficking has historically been linked to the presence of military bases.[16] For example, in Djibouti, foreign military bases provide a steady

[15] Global Initiative against Transnational Organized Crime, *Organized Crime and Illegally Mined Gold in Latin America* (Geneva, 2016); and Astrid Ulloa, "Territory feminism in Latin America: defense of life against extractivism", 2016. Available from http://nomadas.ucentral.edu.co/nomadas/pdf/nomadas_45/45-8U-Feminismos-territoriales.pdf (Spanish only).

[16] Cynthia Enloe, *Bananas, Beaches and Bases: Making Feminist Sense of International Politics* (London, Pandora, 1989).

market where women's bodies can become the currency of war, including through trafficking, forced labour, sexual exploitation, forced prostitution and abuse.[17]

25. In a post-conflict climate, the vulnerability of women and girls to trafficking-related exploitation is heightened by their relative lack of access to resources, education, personal documentation and protection. However, such crimes are underreported owing to, among other things, the stigmatization of survivors and inadequate services available to them.

26. Moreover, the demand for cheap labour in the aftermath of crises, when countries and businesses start to rebuild, could also lead to trafficking (A/71/303, para. 40). In Central America, urban violence worsened after the signing of peace agreements, allowing organized criminal groups to expand their power and influence, contributing to an increase in trafficking.[18] Security policies in post-conflict countries in the region have traditionally focused on other crimes and forms of violence, overlooking trafficking in women and girls. Design and implementation of post-conflict measures should assess the risks of further forms of violence and exploitation when a "traditional armed force" withdraws from a territory and the status quo changes, leaving a vacuum for other armed groups to take control over the territory. In those situations, vulnerability to trafficking is exacerbated.

27. The Special Rapporteur acknowledges the mandate holder and work of the Special Representative of the Secretary-General on Sexual Violence in Conflict and the work of the Team of Experts on the Rule of Law and Sexual Violence in Conflict, as well as activities and actions of the United Nations Action against Sexual Violence in Conflict network, which is chaired by the Special Representative.

28. Despite the fact that trafficking can amount to conflict-related sexual violence, it is often overlooked in both conflict and post-conflict settings. Conflict can shape the way in which a country understands, experiences and responds to trafficking, sometimes for many years after hostilities have ceased. The extreme, and often gender-based, violence that takes place during conflict can set the scene for greater tolerance of trafficking-related exploitation in peacetime.[19] There is often a disconnect between the protection mechanisms in place, and trafficking is often not included under the forms of conflict-related sexual violence to be addressed in planning for post-conflict reconstruction. As a consequence, victims of trafficking are under-identified, and the links between conflict, displacement and trafficking are overlooked, including in peace processes, failing to examine the underlying dynamics of the phenomenon and to design the most effective responses to combat it. A good initiative in that regard, to which the mandate of the Special Rapporteur actively contributes, concerns the establishment of an anti-trafficking task team led by the International Organization for Migration (IOM), Heartland Alliance International and the Office of the United Nations High Commissioner for Refugees (UNHCR), with the aim of mainstreaming trafficking in persons into various protection clusters in conflict- and crisis-affected areas.

[17] Ray Acheson, "Remote warfare and sexual violence in Djibouti" (Women's International League for Peace and Freedom, 2017).

[18] Aníbal Gaviria Correa et al, *Estudio descriptivo del delito de trata de personas que victimiza a niñas y mujeres en Medellín* (Medellín, 2015). Available at www.unodc.org/documents/colombia/2015/Diciembre/cartilla_estudiodescriptivo.pdf (Spanish only).

[19] Anne T. Gallagher, A. O., "Trafficking in persons and armed conflict", background report, 2015.

D. Trafficking in persons as a threat to international peace and security

29. Trafficking in persons can also amount to international crimes constituting a threat to peace and security. Although not listed as a distinct international crime under the Rome Statute of the International Criminal Court, individuals can be prosecuted under related offences that occur during trafficking, including torture and other forms of inhumane or degrading treatment, deportation or forcible transfer of the population, outrages upon personal dignity or imprisonment or serious deprivation of physical liberty.[20] Sexual slavery or any other form of sexual violence as well as conscripting and enlisting children can also amount to war crimes, if committed in the context of an international or non-international armed conflict.[21] Under the Rome Statute, the elements of crimes for that offence were deliberately drafted to avoid a too narrow interpretation of sexual slavery, by interpreting the deprivation of liberty deriving from such gross human rights violations as including forced labour or otherwise reducing a person to servile status as well as trafficking in persons, in particular women and children.[22] Enslavement, sexual slavery and sexual violence can also constitute underlying acts of crimes against humanity, if committed as part of a widespread or systematic attack directed against the civilian population.[23] In addition, enslavement and sexual slavery can constitute acts of genocide, if committed with the requisite intent to destroy, in whole or in part, a national, ethnical, racial or religious group.[24]

30. Following presidential statement 2015/25, the Security Council adopted resolutions 2331 (2016) and 2388 (2017), which are primarily framed within the traditional anti-trafficking criminal law paradigm, in the context of its mandate for the maintenance of international peace and security.

31. Resolution 2331 (2016) marked the first time that the Security Council addressed trafficking in persons, identifying the existence of links between trafficking, when committed under certain circumstances, and the maintenance of international peace and security, for which it has primary responsibility pursuant to Article 24 of the Charter of the United Nations. The resolution also laid a crucial normative framework for tackling previously unforeseen threats to international peace and security, including the use of sexual violence as a tactic of terrorism by groups that traffic their victims internally, as well as across borders, in the pursuit of profit and with absolute impunity. The resolution sets out that the link emerges from the implication of terrorist groups in the trafficking of women and girls in conflict-related areas and from the fact that trafficking serves as an instrument to increase the finances and power of those organized criminal groups.

32. Those resolutions also highlight the relationship between conflict and post-conflict situations and trafficking and aim at tackling the use of trafficking as terrorism and a tactic of the war economy by terrorist groups. Trafficking is therefore addressed mostly as a security issue rather than a human rights violation. While recognizing the link between trafficking and sexual violence, the resolutions do not comprehensively link trafficking with the women and peace and security agenda, only

[20] Women's International League for Peace and Freedom, "Human trafficking and related crimes in the context of peacekeeping: State, organization, and individual responsibilities and accountabilities", 2012.

[21] Rome Statute of the International Criminal Court, article 8 (2) (b) (xxii) and (e) (vi).

[22] Elements of Crimes for the International Criminal Court, definition of sexual slavery (Rome Statute, article 8 (2) (b) (xxii), including footnote 53, and article 8 (2) (e) (vi), including footnote 65).

[23] Rome Statute, article 7 (2) (c).

[24] Ibid., article 6.

sporadically mentioning resolution 2242 (2015), adopted in the context of the agenda. However, even within the context of trafficking as a weapon of terror, "hybrid criminal-terrorist networks" have been acknowledged to use "the bodies of women and girls as a form of currency in the political economy of war" and as a tactic of terror, recruitment and radicalization (S/2017/249, para. 1). Resolutions 2331 (2016) and 2388 (2017), although addressing the nexus between trafficking and sexual exploitation, conflict-related sexual violence and terrorism, issues which fall squarely within the women and peace and security agenda, seem detached from the agenda in their general approach.

E. Integrating trafficking into the women and peace and security agenda of the Security Council

33. Resolution 1325 (2000) introduced an ambitious and holistic agenda aimed at addressing the specific situation of women in armed conflicts, peace processes and post-conflict reconstruction and at recognizing, for the first time, both the victimization of women and their agency in conflict and post-conflict settings.[25] The related agenda revolves around four main pillars: prevention of conflict and of sexual violence in conflict; protection against sexual violence in conflict; participation and meaningful representation of women at all levels of decision-making about conflict prevention, management and resolution; and relief and recovery. The pillars are interconnected and mutually reinforcing, forming part of a comprehensive understanding of peace that entails the enjoyment and realization of all fundamental rights for all as an enabling condition for sustainable peace.

34. There is value in placing trafficking of women and girls within the framework of the women and peace and security agenda: it provides for joined up thinking across a number of different international agendas, grounded in international law and a rights-based and victim-centred approach that is focused on the prevention of gender-based violence and the protection of women and girls from such violence in situations of armed conflict, displacement and post-conflict settings. It also highlights the importance of the empowerment of women and women's leadership as effective means of preventing trafficking in persons and providing social inclusion for survivors.[26]

F. Prevention pillar, including in relation to trafficking in persons

35. One of the pillars of the women and peace and security agenda is the inclusion of a gender perspective in conflict prevention, peacemaking, peacekeeping and peacebuilding. It specifically calls for a gender perspective when designing refugee camps and for attention to the "particular needs" of women refugees, including during repatriation, resettlement, rehabilitation, reintegration and post-conflict reconstruction.[27]

36. Women and girls in refugee and internally displaced persons camps are particularly vulnerable to being trafficked. In paragraph 16 of Security Council

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[25] Sahla Aroussi, *Women, Peace and Security: Repositioning Gender in Peace Agreements* (Intersentia, 2015), p. 34.

[26] Security Council resolution 2242 (2015). See also Radhika Coomaraswamy, *Preventing Conflict, Transforming Justice, Securing the Peace: Global Study on the Implementation of United Nations Security Council resolution 1325* (United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women), 2015), which includes reference to human trafficking.

[27] Security Council resolution 1325 (2000), para. 12; Aroussi, *Women, Peace and Security*, pp. 35–36.

resolution 2388 (2017), prevention of trafficking is addressed through encouragement of Member States to develop and use early warning and early-screening frameworks of potential or imminent risk of trafficking in persons to proactively and expediently detect victims and persons vulnerable to trafficking, with special attention to women and children, especially those unaccompanied.

37. In that regard, it is essential that internally displaced persons and refugee camps have a registry of all people living in the camp, to serve as a preventive measure against abduction. Reporting desks for missing persons should also be set up, and their establishment announced and properly publicized, to allow for the immediate commencement of investigations when someone is reported missing.

38. In her report on her country visit to Jordan (A/HRC/32/41/Add.1), the Special Rapporteur commended the prevention measures targeting refugees and asylum seekers, which included the registration of marriages and divorces free of charge in the camps by religious courts and civil registration authorities and which reduced the risk of child and/or force marriage, servile marriages and marriages resulting in sexual exploitation. A good practice in that regard was also related to cooperation between the Government and UNHCR, in the management of refugee camps, which should include identification of situations or risks of trafficking in the training of relevant personnel (ibid., para. 71).

39. Potential or imminent risk of trafficking is systematically linked with conflict. The importance of carrying out a risk assessment to prevent gender-based violence has been addressed in a landmark decision by the Inter-American Court of Human Rights, in which it combined the risk doctrine with a reinforced duty of due diligence to prevent and applied them for the first time to a gender-based pattern of violence involving violence by non-State actors.[28] As a form of conflict-related gender-based violence, the imminent risk of trafficking should be recognized and preventive measures automatically put into place from the outset of conflict and maintained throughout the duration of the conflict and in its aftermath. Operationalizing preventive measures would entail, for example, that early warning signs include indicators of vulnerabilities to trafficking, such as poverty, lack of income, the practice of survival sex or transactional sex, such as exchanging sex for food, lack of access to services, and exploitation of members of the family as a result of poverty and desperation.[29]

40. With regard to trafficking, given that it mostly involves non-State actors, the application of States' due diligence obligations is particularly critical to ensuring the rights of trafficked persons (see A/70/260). Direct humanitarian dialogue with non-State actors on the prohibition of sexual violence and discrimination on the basis of gender has also proved to have a positive impact on prevention of conflict-related sexual violence. The signature of deeds of commitment by 24 armed non-State actors, by which they agreed, among other things, to adhere to an absolute prohibition of sexual violence against any person, to take all feasible measures to effectively prevent and respond to acts of sexual violence committed by any persons in areas where they exercise authority and to provide victims of sexual violence with access to medical, psychological, social and legal services, rehabilitation and social reintegration programmes and reparations was an encouraging step. During the subsequent

[28] Inter-American Court of Human Rights, *González et al. v. Mexico*, judgment of 16 November 2009; Juana I. Acosta López, "The Cotton Field Case: gender perspective and feminist theories in the Inter-American Court of Human Rights jurisprudence", *International Law, Revista Colombiana de Derecho Internacional*, vol. 21 (2012), pp. 17–54.

[29] International Centre for Migration Policy Development, *Targeting Vulnerabilities: The Impact of the Syrian War and Refugee Situation on Trafficking in Persons — A Study of Syria, Turkey, Lebanon, Jordan and Iraq* (Vienna, Druck and Graphikservice, 2016).

monitoring phase, it was found that those actors took some measures to implement the deeds of commitment, and no evidence of violations was recorded.[30] Similar undertakings have been signed in the Democratic Republic of the Congo, as a result of the implementation of its national action plan to fight against sexual violence in conflict (S/2018/250, para. 38).

41. Prevention also requires the prosecution and punishment of perpetrators of crimes and human rights violations. Measures must be put into place to identify and thus combat traffickers and trafficking networks, including State agents and security forces who may be complicit. Applying a gender lens to identifying early warning signs with a view to preventing gender-based violence requires that measures be not solely focused on victims but also on perpetrators.

42. Security Council resolution 1325 (2000) and the related women and peace and security agenda call for all parties involved in the planning of disarmament, demobilization and reintegration programmes to pay attention to the needs of female ex-combatants and the dependents of combatants. In the resolution, with regard to peacekeeping, the urgent need to mainstream gender perspectives into peacekeeping operations and in the implementation of peace agreements and to adopt measures that ensure the protection and respect for human rights of women and girls are recognized.[31] Such measures are instrumental to reducing the vulnerabilities of women and girls to trafficking and exploitation. A positive development relating to conflict-prevention is the emergence of regional networks of women mediators, such as the Network of African Women in Conflict Prevention and Mediation and the Mediterranean Women Mediators Network (S/2017/861, para. 17).

43. The incidence of trafficking in armed conflict highlights the importance of the prevention of conflict, of human rights violations, including conflict-related sexual violence and trafficking, or of any form of exploitation. This is reinforced by the Secretary-General's preventive approach with regard to potential human rights violations and conflict-related violence.[32] From a human rights-based approach, States are required to take appropriate and effective measures to overcome all forms of discrimination on the basis of sex or gender that fosters violence against women, whether perpetrated by public or private actors.[33] Given that trafficking intersects with other forms of violence against women, preventative anti-trafficking measures and measures aimed at preventing violence against women must be addressed holistically. Preventative anti-trafficking measures should therefore be considered both as life-saving interventions and as being aimed at preventing violence against women.

44. Prevention requires that attention be paid to the structural causes of conflict, violence against women and trafficking, as set out in the United Nations Global Plan of Action to Combat Trafficking in Persons and in the OHCHR Recommended Principles and Guidelines. The Guidelines recommend that States address demand as a root cause of trafficking and the factors that increase vulnerability to trafficking, including inequality, poverty and all forms of discrimination (see E/2002/68/Add.1).[34]

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[30] Geneva Call, "Deed of Commitment for the prohibition of sexual violence in situations of armed conflict and towards the elimination of gender discrimination". Available from https://genevacall.org/how-we-work/deed-of-commitment.

[31] Security Council resolution 1325 (2000), para. 9; see also Aroussi, *Women, Peace and Security*.

[32] See web page of the United Nations Secretary-General, Priorities: prevention. Available at www.un.org/sg/en/priorities/prevention.shtml.

[33] Convention on the Elimination of All Forms of Discrimination against Women, article 2 (c) and (e).

[34] See also Coomaraswamy, *Preventing Conflict, Transforming Justice, Securing the Peace*, p. 200.

45. Prevention of trafficking should also be included in post-conflict measures aimed at making peace possible and sustainable and at preventing migration in unsafe conditions, which can lead to trafficking and exploitation.

G. Protection pillar, including in relation to trafficking in persons

46. The agenda stemming from Security Council resolution 1325 (2000) is specifically focused on the protection of women, on the basis of the concern that women and children are particularly affected by conflicts, with particular attention paid to the deliberate targeting of women by combatants for sexual violence, and recognizing the detrimental impact of such actions on peace and reconciliation. It also focused on the need to protect women who are in vulnerable situations, such as refugees and displaced persons, and the Council calls for respect for the humanitarian character of refugees and resettlement camps.[35]

47. In its resolution 1820 (2008), the Security Council also sought protection for displaced women by requesting the Secretary-General and relevant United Nations agencies to develop effective mechanisms for providing protection from violence, in particular sexual violence, to women and girls in and around United Nations-managed refugee and internally displaced persons camps, in consultation with women's organizations. In resolution 2122 (2013), the Council goes further, expressing concern at the exacerbated vulnerability of women in armed conflict and post-conflict situations in particular in relation to forced displacement, as a result of unequal citizenship rights, gender-biased application of asylum laws and obstacles to registering and accessing identity documents, which occur in many situations.

48. Those who are displaced are especially vulnerable to specific forms of exploitation and trafficking, including: girls who are subjected to early and/or forced marriages, creating vulnerability to trafficking for sexual exploitation or for other purposes; widowed women and women without male companions, including those left behind with children in camps; those who are subjected to incidents of partner or familial gender-based violence in camps; young people, especially those between the ages of 15 and 24, in situations of illiteracy, unemployment or drug addiction or resorting to petty crimes; and children involved in various forms of child labour in agriculture, street vending, collection of waste and garbage, organized begging, especially in cases where children are the primary breadwinner for the whole family.[36]

49. Consultation with women's organizations and women leaders on the design of protection measures should be undertaken. A good practice has been noted with regard to the constitutional councils of Rojava, in the northern Syrian Arab Republic, where women play a crucial role in the development of laws. They have also played a vital role in the development of the Social Contract of Rojava, which prohibits polygamy, forced marriage and child marriage and in the establishment of *mala jin* (women's houses'), which are education and consultancy centres where women who have faced violence and injustice can address their concerns. Many such issues are resolved collectively in the *mala jin* or, when delegated to courts, female judges, who amount to at least 40 per cent, hear cases concerning violence against women.[37]

50. Forced displacement, as a consequence of conflict, lack of safe migratory routes and restrictive migration policies, also increases vulnerabilities to trafficking. IOM has found that, on the central Mediterranean route, of 4,712 valid interviews with

[35] Aroussi, *Women, Peace and Security*, p. 35.

[36] *Toolkit to Combat Trafficking in Persons: Global Programme against Trafficking in Human Beings* (United Nations publication, Sales No. E.08.V.14); see also General Assembly resolution 71/167.

[37] Submission to the Special Rapporteur.

migrants coming from 47 different countries of origin, 77 per cent responded affirmatively to at least one of indicators of human trafficking and other exploitative practices on the basis of their direct experience; on the eastern Mediterranean route, of 4,771 valid interviews with respondents of 66 nationalities, 10 per cent responded affirmatively to at least one indicator.[38]

51. Other areas covered by the protection pillar include addressing conflict-related sexual violence, transformative justice, promoting gender-responsive protective environments, addressing sexual exploitation and abuse and promoting gender equality and the empowerment of women and girls in humanitarian action, including guaranteeing access to essential services (see S/2017/861). Give that some forms of trafficking in persons, such as that for sexual exploitation, for labour exploitation in domestic service and forced marriage are disproportionately experienced by women and girls and give rise to further gendered harms, such as unwanted pregnancy, forced abortion and sexually transmitted infections, protection measures should always incorporate provisions on sexual and reproductive health.

52. As indicated in the *Global Study on the Implementation of United Nations Security Council resolution 1325*, perpetrators must be held accountable and justice must be transformative. The perpetrators of grave crimes against women should be held accountable for their actions so that women receive justice and future crimes are deterred. In addition, justice in conflict and post-conflict settings must be transformative in nature, addressing not only the violation experienced by individual women, but also the underlying inequalities which render women and girls vulnerable during times of conflict and inform the consequences of the human rights violations that they experience. The *Global Study* explores both the importance of fighting impunity for crimes against women through criminal justice proceedings, while also recognizing the central role played by reparations, truth and reconciliation processes and ensuring that victims and their communities heal and recover together.[39]

53. Trafficking in women is usually overlooked as a form of conflict-related sexual violence and, as a consequence, protection measures are often absent or insufficiently addressed or included in peace processes and agreements. In the case of Colombia, trafficking in persons is mentioned only once in the Final Agreement for Ending the Conflict and Building a Stable and Lasting Peace, under the section on the Tax Authority, together with other forms of illegal economy.[40]

H. Participation pillar, including in relation to trafficking in persons

54. The women and peace and security agenda emphasizes the importance of the meaningful participation of women at all levels of decision-making in relation to peace and security.

55. In the preambular section and operative paragraph 8 of resolution 1325 (2000), the Security Council focused strongly on the equal participation and full involvement of women in all peace efforts at all levels, calling for an increased number of women dispatched to United Nations field operations, especially as military observers, civilian police and human rights personnel; it portrayed women as valuable

[38] IOM, "Flow monitoring surveys: the human trafficking and other exploitative practices indication survey — migrants interviewed along the central and the eastern Mediterranean routes compared", October 2017. Indicators included forced labour, labour without expected pay, being held against one's will, being offered an arranged marriage, and being subjected to physical violence.

[39] Coomaraswamy, *Preventing Conflict, Transforming Justice, Securing the Peace*, p. 15.

[40] "Summary of Colombia's Agreement to End Conflict and Build Peace", 2016. Available at www.altocomisionadoparalapaz.gov.co/herramientas/Documents/summary-of-colombias-peace-agreement.pdf.

peacebuilders, peace advocates and implementers of peace agreements and called upon all United Nations missions to consult with local women's groups.[41] In its resolution 1889 (2009), the Council recommended key strategies to increase the participation of women, including by supporting women's leadership, women's organizations and the provision of training for women to assume special envoy and special representative roles. It linked the underrepresentation of women in decision-making with discrimination on the basis of gender and structural inequalities, including access for women to economic and social rights. It called for clear strategies to address access for women to health services, sexual and reproductive health and rights, education, income-generating activities and resources, including land and property rights.[42]

56. According to the *Global Study*, peace processes including women as witnesses, signatories, mediators and/or negotiators result in a 20 per cent increase in the probability of a peace agreement lasting at least two years. The impact is even greater over time, with a peace agreement being 35 per cent more likely to last 15 years, if women participate in its creation.[43]

57. The important contribution that survivors of trafficking can, on a strictly voluntary basis, make to developing and implementing anti-trafficking interventions and evaluating their impact is recognized in the OHCHR Recommended Principles and Guidelines (E/2002/68/Add.1, para. 6). In its resolution 72/1, the General Assembly recognized the role of victims and survivors as agents of change in the global fight against trafficking in persons and encouraged further consideration of incorporating their perspective and experience in all efforts to prevent and combat trafficking in persons.

58. Facilitating the participation and representation of women, including local women's initiatives, in line with Security Council resolution 1325 (2000), is instrumental to preventing trafficking and re-trafficking and contributes to empowering women in the face of the vulnerabilities to trafficking that they may be exposed to.

59. Women's organizations are often the best placed to know how the local economy works and design alternative economic opportunities that could help women to become more economically independent and lessen their risk of exploitation.

60. The participation of women in peacebuilding processes can raise awareness about the vulnerabilities of women and girls to trafficking in the aftermath of a conflict and establish community-based protective networks, in particular for those who have lost their families during conflicts.[44]

61. The importance participation, especially of women and members of vulnerable groups, in local, public decision-making in improving the effectiveness of anti-trafficking efforts has been documented in the Asian region, where initiatives such as organizations working on trafficking teaming up with women's unions at the national and local levels proved useful to ensuring the effective participation of women in all parts of those programmes.[45]

62. Despite the apparent increase in the number of peace agreements with reference to women and gender issues, most of those agreements still fail to address gender-

[41] Aroussi, Women, Peace and Security, p. 35.

[42] Ibid., p. 41.

[43] Coomaraswamy, *Preventing Conflict, Transforming Justice, Securing the Peace*., p. 49.

[44] Nairobi Declaration on Women's and Girls' Right to a Remedy and Reparation.

[45] The Asia Foundation, "Combating human trafficking in Viet Nam: lessons learned and practical experiences for future program design and implementation — 2002-2008" (Hanoi, 2008).

related concerns in a holistic manner.[46] In addition, given that the overlap between trafficking and conflict-related sexual violence is often overlooked, even when conflict-related sexual violence is included in peace agreements, measures for the prevention of and protection against trafficking in persons are not put into place in post-conflict societies. In his report on conflict-related sexual violence (see S/2016/361/Rev.1), the Secretary-General analysed the situation in Colombia and how in-conflict and post-conflict sexual violence was addressed through the peace process. Concerns were raised, however, about underreporting of sexual violence, despite the continuing widespread risk of it, especially among particular vulnerable groups.

I. Relief and recovery pillar in post-conflict settings, including in relation to trafficking in persons

63. The women and peace and security agenda also addresses the importance of applying a gender perspective in post-conflict reconstruction. The fourth pillar encompasses immediate relief and long-term post-conflict recovery. Relief and recovery require a systematic human rights-based approach towards all victims of trafficking, with particular attention being paid to the gender dimension of the phenomenon, regardless of whether the prosecution and punishment of perpetrators has taken place.

64. Designing long-term relief and recovery measures for victims of trafficking and applying them is also crucial to preventing violent extremism. An example in that regard has been registered in Nigeria, where evidence-based practice has repeatedly shown the effectiveness of sustainable, community-led, bottom-up approaches to preventing violent extremism, and the related risks of trafficking or re-trafficking, through access to psychosocial support, the creation of sustainable, inclusive communities and enhanced social and economic reintegration.[47]

65. The inclusion of a gender perspective in the approach to the delivery of and access to economic and social rights in the immediate aftermath of conflict, when there is significant breakdown of public services and social infrastructure, is essential for long term recovery. Women bear the brunt of the social dimensions of the political economy of conflict, which is itself gendered, and its aftermath. Immediate and systematic attention to health care, access to shelter, food, livelihoods and education for children, including girls, in safe and secure facilities must be included as part of relief and recovery, with particular attention to all victims of conflict-related violence, including trafficked persons. The right to equal access to those services represents a precondition for access to justice, participation and citizenship for women and girls in post-conflict society, thus necessitating long-term planning and budgeting.

66. A key aspect of relief and recovery is the entitlement to reparations for human rights violations. In its Recommended Principles and Guidelines, OHCHR asserts that States should ensure that trafficked persons are given access to effective and appropriate legal remedies. The Special Rapporteur has also elaborated on the importance of effective remedies for victims of trafficking in two of her previous reports (see A/69/269; A/HRC/17/35). The Committee on the Elimination of Discrimination against Women has recommended that States provide effective and timely remedies that respond to the various types of violations experienced by women and ensure the provision of adequate and comprehensive reparations, and address all gender-based violations, including sexual and reproductive rights violations, domestic and sexual enslavement, forced marriage and forced displacement, sexual

[46] Aroussi, *Women, Peace and Security*, p. 123.

[47] NEEM Foundation and Yellow Ribbon Initiative, submission to the Special Rapporteur.

violence and violations of economic, social and cultural rights.[48] Women, including victims of trafficking must be involved in the design, implementation and monitoring of reparation programmes, bearing in mind local contexts and the transformative potential of reparations.

67. Failure to address trafficking for the purposes of exploitation can result in the permanent entrenchment of the phenomenon in countries that are in the process of rebuilding after a period of conflict.[49]

IV. Conclusions

68. **Trafficking in persons is primarily a human rights violation, which should be addressed within the international human rights framework; the criminal law approach, which focuses primarily on prosecution, especially in the context of organized crime, should always incorporate a human rights element that is gender-sensitive and should be based on the principle that the rights of trafficked persons must be respected at all times. Since 2016, the Security Council has specifically addressed trafficking in relation to its mandate for the maintenance of international peace and security, with a special focus on terrorism, as acknowledged in its resolutions 2331 (2016) and 2388 (2017) (see also S/2017/939). The Special Rapporteur takes note of the references to a gender-sensitive, victim-centred and rights-based approach, as well as to other human-rights provisions relating to early warning and screening tools to identify vulnerabilities and the non-criminalization of victims of trafficking for unlawful activities that they might have been forced to commit as a result of trafficking (see Council resolution 2388 (2017), paras. 16, 17 and 19), however, she recognizes that, within the Security Council, trafficking is not addressed in a comprehensive manner and significant links with the women and peace and security agenda are lacking.**

69. **Trafficking is a systemic component of all types of conflict. It can also amount to conflict-related sexual violence when carried out for the purpose of sexual exploitation in the context of an armed conflict. Under certain circumstances, it can also amount to a war crime, a crime against humanity or an act of genocide. Conflict-related sexual violence is specifically addressed through regular reports of the Secretary-General to the Security Council, pursuant to Council resolution 2106 (2013). The Special Rapporteur commends efforts by the Secretary-General to increasingly link trafficking in persons with conflict-related sexual violence, including by explicitly acknowledging it as part of the definition of conflict-related sexual violence in his latest report on the subject. However, at present, trafficking is not comprehensively mainstreamed into the women and peace and security agenda and is often overlooked in conflict and post-conflict responses.**

70. **The Special Rapporteur calls for the full integration of measures aimed at preventing trafficking in persons and protecting its victims and potential victims into the four pillars of the women and peace and security agenda, in order to ensure more effective human rights-based and gender-sensitive anti-trafficking responses and long-term solutions for survivors of trafficking in conflict and post-conflict settings.**

[48] Committee on the Elimination of Discrimination against Women, general recommendation No. 30, para. 81 (g).

[49] Secours Catholique, "Trafficking in human beings in conflict and post-conflict situations", (July 2016).

A. Recommendations

71. **In view of the legal responsibilities of States to identify, protect and assist trafficked persons, especially women and children, in all circumstances, including in conflict and post-conflict situations, and to ensure that perpetrators are held accountable, the Special Rapporteur reiterates the recommendations on trafficking in conflict and post-conflict settings contained in her previous reports (A/71/303 and A/HRC/32/41) and provides the additional recommendations set out below.**

B. Recommendations to Member States

72. **The Special Rapporteur recommends that Member States mainstream trafficking in persons into all four pillars of the women and peace and security agenda of the Security Council as set out below.**

73. **In relation to the prevention of trafficking in persons:**

(a) **Design and implement result-oriented national action plans on women, peace and security which include comprehensive measures aimed at preventing and responding to trafficking in persons at the national level and make it a foreign policy priority, in consultation with multilateral institutions, civil society organizations and victims and victim's organizations, and allocate sufficient human and financial resources for their effective implementation;**[50]

(b) **Adopt a gender perspective when designing refugee camps and pay attention to the particular needs of women and girls who are refugees, including during repatriation, resettlement, rehabilitation, reintegration and post-conflict planning and reconstruction;**

(c) **Give due consideration to early warning signs, including indicators of vulnerabilities to trafficking, especially in refugee, internally displaced persons camps and host communities, and in the proximity of military barracks and peacekeeping forces;**

(d) **Ensure birth and marriage registration free of charge, especially in refugee, internally displaced persons camps and host communities, as well as any other registration system which facilitates early warnings on missing and/or trafficked people, in cooperation with United Nations agencies and programmes;**

(e) **Adopt gender-responsive budgeting practices as a strategy to address and mitigate militarized State budgets and their destabilizing impact on women, peace and security;**[51]

(f) **Encourage educational and leadership trainings for men, women, boys and girls that reinforce and support non-violent, non-militarized expressions of masculinity and promote strategies that mobilize communities against all manifestations of violence against women;**[52]

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[50] Organization for Security and Cooperation in Europe (OSCE) and Inclusive Security, *Designing Inclusive Strategies for Sustainable Security: Results-Oriented National Action Plans on Women, Peace and Security* (Vienna, OSCE Secretariat, 2016); Gema Fernández Rodríguez de Liévana and Viviana Waisman, "'Lost in translation': assessment of the (non)-implementation of the trafficking directive from a gender perspective in Spain", *Journal of Human Rights Practice*, vol. 9, No. 3 (November 2017).

[51] Women's International League for Peace and Freedom, submission to the Special Rapporteur.

[52] Ibid.

(g) Facilitate humanitarian access to international organizations, United Nations agencies and civil society organizations, including in relation to humanitarian dialogue with non-State armed groups on prevention of conflict-related sexual violence and trafficking through signature and implementation of deeds of commitment;[53]

(h) Organize regular training for relevant personnel to identify, document and denounce situations in which there are risks of trafficking within and outside refugee camps and in the proximity of military or peacekeeping bases;

(i) Integrate a gender perspective into the planning of disarmament, demobilization and reintegration programmes;

(j) Incorporate gender considerations, including in relation to trafficking in persons, in the implementation of peace agreements, in particular in the monitoring of peaks in violence, transitional justice mechanisms and monitoring and evaluation tools;

(k) Support and strengthen national and regional networks of women committed to conflict prevention and peace mediation;

74. **In relation to the protection of victims of trafficking:**

(a) Strengthen anti-trafficking laws to include all forms of exploitation and adopt comprehensive national action plans to implement those laws, including in conflict and post-conflict settings, in line with the women and peace and security agenda;

(b) Establish and/or adapt national procedures for early identification, assistance and referral to protection services for victims and potential victims of trafficking, including gender- and child-sensitive measures, in conflict and post-conflict settings, as well as in the context of forced displacement and large migration flows, in line with the recommendations of the Special Rapporteur (A/HRC/38/45);

(c) Give due consideration to the fact that conflict-related sexual violence, especially trafficking for the purpose of child, early and forced marriage, is not only perpetrated by armed groups or criminal gangs but is often a negative coping mechanism employed by family members; therefore, community-based, gender-sensitive and child-centred approaches are essential to preventing such harmful practices that can lead to trafficking;

(d) Ensure coordination between the Women, Peace and Security Index and existing anti-trafficking databases and encourage the use of such an index in developing policy;[54]

(e) In the planning of disarmament, demobilization and reintegration programmes, pay particular attention to the needs of female ex-combatants and dependents of combatants or other people directly participating in hostilities, including by identifying and referring to appropriate protection services any person who was forcefully recruited into armed forces or armed groups or forced to commit crimes as a result of being trafficked. Reintegration programmes should also be adapted to the needs and coping mechanisms of women and their dependents involved in the armed group structures;

[53] Geneva Call, submission to the Special Rapporteur.

[54] Georgetown Institute for Women, Peace and Security and Peace Research Institute Oslo, Women, Peace and Security Index. Available from https://giwps.georgetown.edu/the-index.

(f) Promoting the empowerment of women and girls in humanitarian action, including their access to sexual and reproductive health and rights;

75. In relation to the participation of women, including victims or potential victims of trafficking:

(a) Ensure increased representation of women at all levels of decision-making on the prevention, management and response to conflict-related sexual violence, including trafficking;[55]

(b) Create formal mechanisms to transfer the demands and needs of women, including those deriving from trafficking in persons, into decision-making and peace processes, in line with efforts in implementation of Security Council resolution 1325 (2000) and the related agenda;[56]

(c) Include the participation of women in the anti-trafficking agenda, by recognizing the important contribution that survivors of trafficking can, on a strictly voluntary basis, make to developing and implementing anti-trafficking interventions, in line with the Recommended Principles and Guidelines on Human Rights and Human Trafficking developed by the Office of the United Nations High Commissioner for Human Rights (E/2002/68/Add.1);

(d) Address gender-related concerns in a holistic manner and include anti-trafficking measures in peace agreements, with a view to comprehensively including measures for the prevention and protection of victims of trafficking in post-conflict reconstruction, in consultation with women's organizations.

76. In relation to relief for and recovery of victims of trafficking:

(a) Ensure that conflict-related sexual violence and trafficking for any form of exploitation are incorporated into peacebuilding and post-conflict planning and reconstruction processes and support the full and equal participation of women in decision-making, especially when it relates to trafficking in conflict, in line with the general guidelines and recommendations contained in the *Global Study*;

(b) Comprehensively include victims and potential victims of trafficking in relief, recovery and assistance programmes, by taking into account the gendered harm stemming from conflict-related sexual violence, including in relation to their sexual and reproductive health and rights, and provide adequate access to reparations;

(c) Include a gender perspective in the approach to access to economic and social rights in relation to health care, shelter, food, livelihoods and education for children, especially girls, including victims of trafficking and exploitation;

(d) Ensure that victims of trafficking in persons in all its forms, and of sexual violence, committed by terrorist groups are recognized as victims of terrorism so that they may benefit from national relief and reparations programmes on a basis of equality with other such victims;

(e) Recognize the link between terrorism and violent extremism and trafficking in persons, especially when designing and implementing long-term relief and recovery measures, by supporting, through material and financial means, community-based approaches aimed at reintegrating victims of

[55] Women's International League for Peace and Freedom, submission to the Special Rapporteur.
[56] Ibid.

trafficking and any other vulnerable groups and preventing further exploitation, radicalization or re-trafficking;

(f) Ensure all victims of conflict-related sexual violence, including trafficking, access to effective and appropriate legal remedies.

C. Recommendations to the United Nations system, civil society organizations, academia and other relevant stakeholders

77. **The Special Rapporteur recommends that the Security Council:**

(a) Adopt a human rights-based and gender-sensitive approach to trafficking in persons, by comprehensively addressing the impact it has on the realization of a wide range of human rights, in the context of any conflict;

(b) Recognize and address the specific vulnerabilities to trafficking faced by women and girls in conflict and post-conflict settings, by considering the disproportionate impact it has on women and girls and adopting a gender-sensitive approach, including when discussing trafficking as a threat to international peace and security;

(c) Include the use of early warning and early-screening to detect victims and potential victims of trafficking in conflicts, according to resolution 2388 (2017), within the framework of the women and peace and security agenda, strengthening the nexus with the Security Council maintenance of peace and security agenda;

(d) Continue to address the link between trafficking in persons and conflict-related sexual violence, in line with the recommendation contained in paragraph 97 (b) of the report of the Secretary-General on conflict-related sexual violence (S/2018/250);

(e) Consider producing a comprehensive study on the harmful consequences that conflict-related sexual violence and trafficking, especially for sexual exploitation, have on women and girls, including in relation to sexually transmitted infections and unwanted pregnancies and the related lack of access to medical, psychosocial support and other protection services, as well as in relation to the rights and needs of children born out of conflict-related sexual violence and trafficking, by identifying their immediate and long-term risks and challenges and positive interventions which help to reduce or eliminate life-threatening harm and long-term stigma and discrimination;[57]

(f) Recognize the positive role of civil society organizations and humanitarian actors in engaging with non-State armed groups for the prevention of conflict-related sexual violence, including trafficking in persons, and related protection of victims, through the implementation of deeds of commitment, in line with the recommendation contained in paragraph 97 (c) of the report of the Secretary-General (S/2018/250).

78. **The Special Rapporteur recommends that United Nations field operations:**

(a) Ensure that mandatory training for peacekeeping personnel includes the prevention of trafficking, in cooperation with United Nations agencies and programmes and international organizations;

[57] Joanne Neenan, "Closing the protection gap for children born of war: addressing stigmatization and the intergenerational impact of sexual violence in conflict" (London, London School of Economics and Political Science, Centre for Women, Peace and Security, 2018).

(b) Take robust measures to implement the United Nations policy of zero tolerance of sexual exploitation and abuse and the Secretary General's strategy on preventing and combating sexual exploitation and abuse, in particular by taking appropriate measures to put into place a victim-centred approach that assists victims in claiming their rights, including access to justice and to remedies;

(c) As soon as any indication of trafficking and sexual exploitation and abuse arises, take all available actions to facilitate accountability and access to remedies, including ensuring prompt protection and assistance to victims, preserving evidence and supporting national judicial processes when appropriate;

(d) Support the accelerated deployment of human rights personnel specialized in women's protection, including by providing them with ad hoc training courses on trafficking in persons.

79. **The Special Rapporteur recommends that United Nations agencies and programmes, civil society organizations, academia and other stakeholders:**

(a) Mainstream trafficking in persons into all areas of work relating to prevention of and protection and recovery from conflict-related sexual violence, when designing and implementing gender-sensitive responses and programmes, psychosocial and medical support services and when engaging in humanitarian dialogue on respect for international humanitarian and human rights law with non-State actors, such as armed groups;

(b) Continue to research and investigate the link between conflict-related sexual violence, trafficking and exploitation of natural resources and land dispossession, as well as the nexus between trafficking and militarization, within the framework of the women and peace and security agenda, by addressing challenges, protection gaps and good practices.